California Journal

A MONTHLY DIGEST OF STATE GOVERNMENT AND POLITICS

Legislative Summary

POLITICAL ROUNDUP

Legislative Control

EXECUTIVE BRANCH

State EDP Snarled

FEATURE

School Funds Crisis

LEGISLATURE

Tax Bill Defeated

August 1970 in Review

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Editor's Note

California Journal has always devoted a large portion of its pages to coverage of the Legislature because of the importance of the issues and policies which come before it, but this issue devotes more space than ever before to legislative developments. The session ended in August with a frenzy of activity so hectic it led even the most ardent defenders of the Legislature to wonder whether the system provides for adequate let alone thorough consideration of all measures. (Some 400 measures were on the Senate and Assembly files when the final day begun.)

The center pages contain a summary of the session, and major bills passed and defeated. The reader may think it is somewhat presumptuous to purport to summarize some 4,500 measures introduced in the Senate and Assembly and it is. The summary refers to only about 300 measures. However, each year many identical bills are introduced, of which only one is likely to go anywhere, and the summary can therefore focus on these. Also, of course, many bills are of only minor importance, or are introduced without serious intent on the part of the legislator to press for passage.

A legislative summary can, at one extreme, provide in-depth analysis of a few key issues, or, at the other extreme, be a brief listing of all measures introduced. We have attempted to balance both approaches, providing some perspective on issue areas while referring, at least in passing, to many of the key measures considered by the Legislature.

The Voting Records section reaches its maximum length this month with some 3,800 separate votes recorded in this issue alone, for a staggering total of 17,000 for the year. Stephen Williamson, a senior at U.C. Davis, handled this awesome project during the last two months. Reader reaction would be appreciated to help us evaluate the usefulness of this department in considering how to handle this subject in next year's issues.

A number of departments were dropped or shortened in this issue to allow expanded legislative coverage; Third House and Interview will be back next month. The September issue will also feature the first comprehensive coverage of political news since the June primary. Meanwhile, this issue's articles on the Democratic and Republican programs to capture and maintain control of the Legislature provide the background necessary for understanding the importance both political parties place upon November's results.

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FEATURE

Revenue Problem

School Districts Face Cost Squeeze

In the last issue California Journal *began a series of articles on the revenue problems confronting local government—cities, counties, schools and special districts—the nature of the problem, the viewpoint of local officials, and the state's response. The first article dealt with the "revenue gap" facing the cities. In this issue we discuss the cost squeeze which appears to be grinding down on many of the largest school districts in the state.*

At first glance, California's public school system appears to be prospering as never before. In 1959-60, California's public schools spent $1.4 billion for current educational expense and $2 billion for all purposes. By 1966-67, expenditures for current educational expense had doubled, rising to $2.8 billion. This fiscal year, 1970-71, school costs for current educational expense are expected to exceed $3.5 billion while total expenditures may go well over $4 billion.

These figures might suggest that California's public school system not only has the funds to meet the continuing costs of the basic educational programs but also to carry on large scale innovations in education for the disadvantaged, the gifted, and the physically handicapped. Unfortunately this is not the case. In fact, if school district officials are correct, the public schools are caught in the most serious cost squeeze since 1946. The sense of frustration over insufficient funding became so great during the past year that it led school administrators, teachers, and education lobby officials to abandon temporarily their pressure on the Legislature and to go directly to the voters in June with Proposition 8.

Defeated at the polls, they then turned back to the Legislature at the end of the budget process in hopes of salvaging something. Although they sought at least $300 million, the Legislature and the Governor finally agreed to a $102 million increase in budgeted school funds — enough to slow but not reverse what some officials view as a continuing fiscal strangulation of the schools.

Sources of School Funds

California's public schools depend upon three main sources of funds: local property taxes, state apportionments from state tax revenues, and federal aid. Local revenues continue to provide more than half of total school revenues and amount to 55.5 percent of school district general fund income, which must meet all current educational costs. Although this percentage was somewhat lower (49 percent) in the early 1950's, it has remained close to the current figure over the past decade. To maintain this level of support for sharply rising expenditures, however, the school districts have had to claim an increasing share of total local property tax revenues. As recently at 1955-56 school support levies amounted to 43 percent of total property tax revenues. Since then the public schools have become the dominant consumers of local property tax revenues and now take more than half of these funds on a statewide basis.

In most areas, however, increasing school tax rates have carried total county tax rates up with them. This is especially true in the major urban centers which have experienced a number of major pressures on local spending in addition to that from the schools. As a consequence, school districts have found themselves to be just one segment of the local demand for more resources, but the largest segment and the only one which, caught in a cost squeeze, must go to the voters directly for approval of tax rate increases. School districts, like other local special districts, are free of budget control by the county boards of supervisors, but the cost of this freedom has been the imposition of tax rate ceilings which neither override elections nor special permissive tax rates (for adult education, for example) have permitted the districts to evade.

Property Tax Rates for Schools and for All Purposes in Selected Cities

	School Tax Rates		*Total County—Collected Rates*	
	1969-60	*1969-70*	*1959-60*	*1969-70*
Oakland	$4.03	$5.43	$9.69	$11.57
Fresno	3.97	6.86	8.70	12.95
Long Beach	3.48	4.36	5.73	7.43
Los Angeles	3.49	5.28	7.70	10.72
Sacramento	3.70	5.74	7.65	12.11
San Diego	2.97	4.89	6.95	8.97
San Francisco	2.03	4.09	8.09	12.29
San Jose	3.65	5.74	7.35	9.99

State Subventions

School officials like to argue that state and local revenues for school support should be matched, 50-50. Thus, as local revenues increase so would state support. In practice, they charge, state support tends to decline in relation to local support and must be jacked up periodically, as it was in 1953-54—the last year in which the State School Fund apportionments reached as high as 49 percent of district general fund revenues. According to the Legislative Analyst this percentage had fallen to 36.6 percent by 1969-60 or, if all state funds are taken into account, 42 percent.

The fact is that state subventions are not set up to meet any particular ratio of state to local funding. The principal subvention device is the foundation program in which the state agrees to make up the difference between some rather arbitrary level of expenditure per pupil and a district contribution stated as a tax rate. Although the formula has become a great deal more complex in application and special provisions, the principle survives that the more a district is able to pay, as measured by its taxable wealth

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The Campaign for Contro

How the Parties Plan to Win

Political scientist James Q. Wilson has called California politics "less a struggle and more a search for power." The state's political parties, still reeling from the reforms instituted by the Progressive Movement over 50 years ago, have recently had their search complicated even more by the new politics of personality, media and money. How both parties react to this new challenge will determine whether the slow evolutionary strengthening of the two party system in California will continue.

Run increasingly like an up-and-coming corporate entity, the Republican Party seems to be thriving while the Democrats appear to embody the famous Will Rogers quote, "I don't belong to any organized party, I'm a Democrat."

If any one man is responsible for the growth in importance of the Republican Party machinery it is Dr. Gaylord B. Parkinson, party chairman from 1964 to 1967. The San Diego physician is usually mentioned in connection with the GOP's famous "eleventh commandment", "Thou shalt not speak evil of any other Republican." His continuing influence in the party is more clearly marked, however, by the well-staffed Republican State Central Committee and county committees (organizations which his successors James Halley of San Francisco and State Senator Dennis Carpenter of Newport Beach have helped maintain) and in the success of "Cal Plan".

Cal Plan Successful

The California Plan, launched when GOP fortunes were at low ebb in 1964, has been an unqualified success ever since. Despite President Johnson's massive 1.3 million vote margin of victory over Barry Goldwater, Republicans elected three new assemblymen and held their own in the Senate by setting priorities and utilizing their scarce resources in winable districts. Despite a Democratic reapportionment in 1966, the GOP, following in the wake of Governor Reagan's success, took over eight Assembly districts thought to be leaning Democratic. They trailed in the lower house, 42-38 until 1968 when three Republican victories in priority districts gave them control of the Assembly. It took a little longer in the Seante, but with the special election victory of Senator John Nejedly in March 1969, Republicans finally won a 21-19 numerical superiority in the upper house, as well.

Republican professionals are quick to point out that they have no special formula for success. Most are happy to credit Jess Unruh for teaching them the essentials of winning elections during the late 1950's and early 60's. The methods Unruh used to develop the loyal following which elected him Speaker in 1961, and the strategy employed today by the "Cal Plan" subcommittee of the State Central Committee are basically the same — collect all the money you can raise; find districts in which your party can win; and then spend your money, concentrating on those few districts where the right combination of political variables (such as candidates, issues and registration) appears to be in your favor.

Cal Plan is unique because it promotes "the party" instead of "the leader". Legislative leaders — Assembly Speaker Bob Monagan, Assembly Majority Floor Leader Craig Biddle and Senate President pro Tempore Jack Schrade — are certainly active participants on the 20-man subcommittee, but each has only one vote. Moreover, the decisions of the politically sensitive Cal Plan sub-committee, headed this year by Pasadena Attorney Cliff Anderson, are likely to reflect the recommendations of the Technical Advisory Board (TAB) made up of 22 "party professionals".

TAB members, although admittedly on occasion caught up in the hopes of individual candidates themselves, have worked to establish standard criteria for the evaluation of the party's chances in those marginal districts which are always hotly contested. Using every analytical tool available to their consultants, Spencer-Roberts, TAB began a little over one year ago checking 14 districts — some held by Republican incumbents, some held by potentially weak Democrats.

Constant reevaluations have continued. In early June, preliminary recommendations of the technical committee were submitted to the Cal Plan Subcommittee. The resulting report and the findings of polls taken in 12 Assembly and nine Senate districts (these also included a few held by GOP incumbents) in early June were enough to provide an indication of where the 1970 target districts might be.

Based on these findings, staff help was made available by the State Central Committee or one of the strong County Central Committees in Orange, Los Angeles, and San Francisco Counties to those candidates who needed it. The expert advice of Stu Spencer and his staff was applied, and financial contributors were directed to districts where their money would do the most good.

Final Targeting to Come

After another set of polls, more computer analysis and a good dose of intuition, the final target districts will be pinpointed at the San Diego meeting of the Central Committee scheduled for September 12th. Vice President Spiro Agnew will speak to the group to help pump more money into Cal Plan coffers. Although in rare instances there may be abrupt reversals in district priorities well into October, party leaders believe that normally at least two months are required to mount a successful campaign.

Despite a staff of close to 50 professional campaign consultants and managers focusing on 14 key races, the emphasis is clearly upon the exclusion of candidates who apparently cannot succeed, no matter how close they may come to victory. As State Central Committee Executive Secretary Ed DeBolt says, "What's needed is the guts to say 'no'." He admits that Cal Plan is by nature an elitist concept and that telling Republican hopefuls "no" is not always a pleasant job.

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of the 1971 Legislature

These Are the Decisive Districts

In the following article *California Journal* identifies and analyzes the factors involved in key Senate and Assembly districts where the battles will be fought for control of the Legislature during 1971's critical reapportionment session. While the polling and "hunch playing" will continue for some time, these are the races where the bulk of the money and professional effort will be focused.

State Senate

The 21-19 margin held by the Senate Republicans cannot be considered safe. Democrats claim an excellent chance to at least even the count and they are hopeful of doing even better.

Democrats believe they will defeat Senator Lewis F. Sherman of Berkeley, who is completing his first term. Sherman, Chairman of the key Senate Committee on Governmental Organization and a supporter of Howard Way in last January's leadership fight, defeated Democratic Assemblyman Byron Rumford in 1966 by less than 1,000 votes in a major upset. Compiling a moderate voting record among Senate Republicans, Sherman has earned the endorsement of labor's political arm, and for a time was reportedly the subject of a quiet campaign conducted by Senate Democrats to get to change his party registration.

Now, however, the Democrats are counting on former State Senator John W. Holmdahl, an Oakland attorney, to gain the eighth district seat, which includes all of the urbanized northern areas of Alameda county. Sherman's eighth district and the eleventh district represented by Democratic Senator Nicholas Petris are overlapping at-large seats and thus twice the size of most senate districts. Holmdahl, who served two terms from 1958 to 1966, has been strengthened by the registration drive conducted by congressional candidate Ronald Dellums and Assembly hopeful Kenneth Meade. The Democratic registration percentage could be still higher than the 63.7 figure recorded in June.

Possible Democratic Upsets

Two other contests where Democrats are considered to have a chance for an upset victory are the Twentieth District in San Bernardino County and the Second District, which consists of nine northern California counties including Shasta, Butte and Yolo Counties. Democrats hold a 55 percent registration advantage in both districts.

Supervisor Nancy E. Smith of San Bernardino is considered a strong threat to incumbent Senator William E. Coombs of Rialto. Coombs upset Democratic State Senator Eugent G. Nisbet by little more than 1,000 votes in 1966. Fred W. Marler, Redding Republican, should have less trouble in his race against Melvyn E. Lucas of West Sacramento. Both Coombs and Marler backed the candidacy of President pro Tempore Jack Schrade.

Although admitting concern for the fate of Sherman and Coombs, Republican leaders believe several Democrats are equally vulnerable. Their interest centers on Walter W. Stiern, a Bakersfield veterinarian who was elected to the Senate in the Democratic sweep of 1958. Stiern's Kern and Kings County district, now represented by three Republican assemblymen and two Republican congressmen, has been in the forefront of the conservative drift of traditionally Democratic voting territory. While the Senator has compiled an increasingly moderate to conservative voting record, his vote against Governor Reagan's tax program has increased the Republican's resolve to oust him. Bill Park, a Bakersfield agri-businessman, formerly a member of the Bakersfield City Council, has been chosen to challenge the Senate Revenue and Taxation Committee chairman.

The other GOP target is Democratic James R. Mills of San Diego. A confidant of Jess Unruh during his six years in the Assembly, the former history teacher will be opposed by San Diego County Supervisory Henry Boney of Bonita. The fortieth district includes the downtown area of the City of San Diego, rural east San Diego County and all of Imperial County. Mills has compiled a liberal to moderate voting record while becoming a strong partisan leader in the upper house. He joined "young turk" Democrats, backing Senator Howard Way for President pro Tempore.

Other Republican Targets

Other Senate races which will be closely watched for upset potential by the Republicans include: the sixth district where Senator Alan Short is still ahead of GOP challenger Mel Riddle; the sixteenth where Assemblyman George Zenovich meets a strong opponent in Republican Earl Smittcamp; and the twenty-eighth where Democratic Senator Alfred Song is favored over Richard E. Nichols of San Gabriel.

The health of Democratic State Senator Tom Carrell of San Fernando may provide the GOP with another opportunity for an upset. Carrell, who is currently confined to bed in Los Angeles, was expected to face a tough race from Republican George O'Nan of Van Nuys, a former Los Angeles policeman who worked hard to re-elect Mayor Sam Yorty. If Carrell cannot actively campaign, O'Nan may attract additional partisan backing despite the veteran Democrat's well-publicized support for the Governor's tax proposals.

In another outgrowth of the tax reform battle, Santa Clara County Democrats are trying to determine how to exploit the anger within GOP ranks directed at conservative Republican Senator Clark Bradley. The fiercely independent veteran was prominent in the fight against the Reagan administration's tax plan, prompting his defeated Republican primary opponent to endorse his Democratic challenger, John B. Rutherford. An ostensibly bi-partisan environmental coalition is also working against Bradley in the solidly Republican area.

Assembly

With the death of Patrick McGee, the Republican hold on the State Assembly slipped to 40-39, a precarious

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DISTRICTS *(Continued from previous page)*

margin to carry into a pre-reapportionment election. The GOP leaders are optimistic, however. They believe they will pick up at least two additional Democratic seats and elect McGee's successor, giving them a more comfortable 43-37 margin.

Perhaps the most vulnerable Democratic incumbent is Assemblyman Ken MacDonald of Ojai. The former Ventura County Supervisor is likely to carry the lowest district party registration figure among members of the Democratic caucus (52 percent) in opposing attorney Randolph E. Siple for the second time. MacDonald's slim winning margin of 2,000 votes in 1968 has probably been further diminished by the continuing influx of suburbanites in the new tracts along the Los Angeles County line.

Kenneth Cory of Orange County's sixty-ninth district continues to confound the best efforts of local Republicans by retaining his marginal seat. Bruce Nestande, a protege of Walter Knott, will nevertheless challenge Cory once again in what should prove to be the most expensive regular election Assembly campaign in California history. Cory's registration efforts appear to be succeeding, however, and his proven skill as a campaigner should give him an even chance against the well-organized Nestande vote drive.

Five Marginal GOP Seats

Democrats have high hopes in five marginal districts, of which four have only recently gone to the Republicans. Assemblyman Don Mulford's 16th District has been in Republican hands, in one form or another since the 1930's. Young attorney Kenneth Meade, a former UC Berkeley quarterback, who lost by 9,000 votes to the Republican caucus leader in 1968, hopes to carry a 57 percent Democratic registration — up from 49.7 in January — into the November 3rd election. The Oakland-Piedmont-Berkeley district, which contains upper income whites, the university community, blacks and blue collar whites, should provide an interesting test for "new politics" theorists and "southern strategists" alike.

Democratic State Chairman Roger Boas has indicated his hopes are pinned on the candidacies of four men running more traditional campaigns in four districts with solid Democratic registration. Assemblyman Tom Hom of San Diego, a Republican in a 61 percent Democratic district, is the chief target. His opponent is school administrator Peter R. Chacon, surprise winner of a tight Democratic primary. Both candidates will be the beneficiaries of money and expertise provided by state party leaders.

In the Modesto area, a replay of the extremely close Berryhill-LaCoste special election of 1969 is scheduled. While Assemblyman Clare L. Berryhill may have solidified his position for the Republican column in the year since his election, registration gains are likely to accrue to Attorney Ernest LaCoste, leaving the outcome undecided.

San Jose Republican Earle P. Crandall will again face a stiff challenge in his 60 percent-plus Democratic district. Attorney Alister McAlister, victor in the party primary over two more favored candiates, Ernest Abeytia and William Deal, may provide just the "low profile" that the district's divided Democrats need to promote unity. Party professionals and labor leaders appear to be looking elsewhere for a victory, however, assuming that the twenty-fifth district's heavy Mexican-American vote will not go to McAlister. The picture is complicated by the serious congressional candidacy of a Mexican-American Republican in the same area.

In the San Fernando Valley, Assemblyman Henry Arklin of Pacoima will meet Jim Keysor of Granada Hills. The Assembly Republican caucus has provided Arklin with the kind of help a freshman legislator rarely receives, thereby diminishing Democratic hopes that a well-financed campaign could beat the former contractor, but Democrats still count the forty-first district as a good prospect for victory.

Two open seats — one vacated by a Democrat, the other by a Republican — will also play a major role in determining Assembly leadership. Democrats are hopeful that fortune has smiled on them in the Riverside-Imperial Counties district formerly represented by Republican congressional candidate Victor Veysey. Riverside Supervisor Raymond T. Seeley, the GOP choice, has been hurt by a newspaper account linking him indirectly with an alleged local zoning scandal. Seeley is confident a pending Attorney General's investigation will clear him. His Democratic opponent, Susan Marx, gathering support from several movie celebrities prominent in the campaign of Governor Reagan, has proven to be the kind of candidate who could win an unexpected victory.

Close Fresno Race

Republicans hope to counter any loss in the south by pulling an upset of their own in the city of Fresno. Kenneth Maddy, a young lawyer, is hoping to solidify party conservatives behind him, while picking up the votes of liberal Democrats. A two term Fresno city councilman who won the wide open primary, P.J. "Pat" Camoroda, is counting on party unity (rare among Democrats) to help him succeed George Zenovich. Democratic leaders, harping on the need to control reapportionment and heartened by the display of unity at the State Central Committee Convention in Sacramento, are cautiously optimistic about Camoroda's chances.

The GOP has not given up hope that four other weak Democratic incumbents might falter. Pollsters will help them keep tabs on the progress of Los Angeles County Assemblyman Larry Townsend in the sixty-seventh, Harvey Johnson in the fifty-eighth and Walter Karabian in the forty-fifth district. Republican Assemblyman Newton Russell's former Administrative Assistant, Don Decker of San Gabriel, will challenge Karabian. State Senate Caucus Chairman H.L. "Bill" Richardson's Administrative Assistant, Norman Turnett, is hoping to catch Johnson unaware. Torrance realtor Fred Fredricks, who came within 6,000 votes of upsetting Townsend in 1968, is hoping that Reagan coattails will give him a lift. In Sacramento County, Maynard Nelson will be hoping the same as he prepares to meet incumbent Leroy Greene once again. In 1968, while most experts and contributors focused attention on Sacramento's ninth district battle, Nelson stole within 5,000 votes of the acerbic Democrat in the county's eastern third district.

Although they may have trouble stretching their limited financial reserves far enough to be of much assistance, Democratic leaders will be keeping an eye open for a possible surprise in three Republican districts. In Bakersfield and in the blue collar and all white precincts of Southeast Los Angeles, Democrats have suffered from "a failure to communicate" in recent years. They now believe they have a worthy foe in Bakersfield City Councilman Bob Whittemore to run against two-term Assemblyman Kent Stacey. The style of Huntington Park Councilman Martin I. Jackson gives party leaders the same kind of encouragement in Floyd Wakefield's fifty-second Assembly district.

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PARTY PLANS *(Continued from page 216)*

While DeBolt, Spencer and Darryl Wold, a Central Committee aide located in Orange County, look after the vulnerable Democratic districts, Republican caucus staff members on the payroll of the Senate and the Assembly provide liaison with the campaigns of the incumbent legislators seeking reelection. All but five or six legislators are capable of funding their own efforts, but the constant attention of the caucus staff can pay dividends before and during the crucial months of the campaign for those incumbents who choose to use the available services.

Although official legislative policy discourages active political aid to the non-incumbent aspirants, both caucus staffs admit to researching records for their party's key candidates. The Republican caucus staff was recently increased from three to nine. It is generally conceded, however, that Republican caucus campaign involvement so far has been less extensive than that of the Democratic caucus staff. The reason is clearly financial. For the Democrats, legislative aides are almost the only paid party professionals available in the state.

When contrasted with the Republican staff, the Democratic party's meager professional resources stand out in stark contrast. One assistant serves State Chairman Roger Boas in San Francisco and another provides part-time help to southern California party leader Leon Cooper. Cooper, who conjured up the Democrat's "Project 70" answer to the Cal Plan, has been chagrined to find that his concept remains an unfunded dream and the source of some ridicule in Sacramento. Beyond those two and the legislative staff, the party must rely on clerical help and volunteers for regular assistance and a few public relations experts like Joe Cerrell and Steve Smith of Los Angeles to handle special dinners or party events.

Legislative Staff Role

Though recently reduced from 12 to 9 by the Republican majority on the Assembly Rules Committee, the Assembly Democratic staff and the staff available to other Assembly and Senate leaders like John Miller, Mervyn Dymally and George Moscone are thus invaluable to their party. They have the almost impossible job of shoring up weak incumbents, while trying to provide at least some minimal assistance to Democratic aspirants in marginal districts.

Their bosses, the 58 incumbent Democratic assemblymen and senators, are the only people in the state capable of raising much money for the party. So far estimates indicate that the efforts of legislative leaders Assemblyman George Zenovich and Senator George Moscone (aided by successful fund raisers like Assemblyman Bob Moretti and Senator Randolph Collier — both candidates for leadership positions in their respective houses) will result in at most $200,000. Still looking for a leader with the fund raising skill of a Jess Unruh, the Democrats will probably be forced to make do with little more than that amount.

Despite economies effected by Democratic Chief Consultant John FitzRandolph's purchase of certain campaign materials in bulk and the caucus' inability to spend money on polls or other analytical tools, the financial resources available to already underfunded party hopefuls in swing districts is simply insufficient. Labor, however, has been picking up the slack in several districts, providing some candidates with the funds needed to run at least respectable campaigns.

Although most Democratic candidates will scrape together sufficient money from personal sources and those few special interests unhappy with the treatment rendered them by the Republicans, the party as a whole is likely to suffer from poor resource allocation once again. A shotgun approach to campaign spending, rather than the rifle of Cal Plan, has been increasingly the rule for the Democrats since 1966. However, Assembly leaders have formed a special caucus steering committee composed of Assemblyman Bob Moretti (Chairman) and including such knowledgeable campaigners as Henry Waxman, Walter Karabian and Leo McCarthy in an attempt to enforce established strategy with whatever money is available. Assemblymen Gonsalves, Crown, Burton, Zenovich, Miller, Brown and Brathwaite also serve on the panel.

Despite all their admitted weaknesses, Democratic members and their staff aides remain relatively optimistic about their chances of pulling even with or surpassing the GOP. Although most concede that the state of the economy and the showing of Jess Unruh against Ronald Reagan will be the major factors in deciding the outcome of close Senate and Assembly races, many are surprised to find that they have a fighting chance to regain control of both houses. Whether the hard realities of the fall campaigns will bear out Democratic reasoning is of less interest to most observers than the fact that they are once again showing a degree of optimism.

DISTRICTS *(Continued from previous page)*

Republicans profess not to worry greatly about either incumbent.

The GOP remains confident also about the re-election chances of Don MacGillivray in the thirty-sixth district. Kenneth A. Palmer, a public relations man who was briefly a legislative consultant, is running a strong but probably inadequate campaign against the former Mayor of Santa Barbara, who won the seat from Democrat Winfield Shoemaker in 1968.

Lightening May Strike

Party diehards, both Republicans and Democrats, would mention other districts where "lightning might strike," upsetting the supposedly entrenched incumbent. Some Republicans think Assemblymen John Dunlap and Ed Z'berg are vulnerable. Both, however, appear to have left their toughest challenges behind them in the last election and both should do at least as well in 1970. Although there are rumblings of discontent heard from San Jose with his "new left" approach, Assemblyman John Vasconcellos should prevail over conservative city councilwoman Virginia Shaffer. Veteran legislator John Knox, who now represents a swing district in west Contra Costa County and his colleague, Mike Cullen of Long Beach, will be involved in tough races with ambitious challengers. Both Assemblymen are in positions to do whatever it takes to win, however. One other Democrat who may surprise everyone with his poor showing is Leo Ryan of South San Francisco. Unopposed in 1968, Ryan is running scared against Pacifica City Attorney John R. Sherman.

Democrats think they have a "sleeper" in former Constitution Revision Commission attorney Barry Keene of Santa Rosa, who is running hard against veteran Frank Belotti along the Northern California coast. They refuse also to concede in the formerly Democratic districts now held by Republican Assemblymen James Dent in East Contra Costa County, Ernest Mobley in Fresno and Madera Counties and William Campbell in East Los Angeles County. While Mobley and Campbell are facing solid opposition this time, all three incumbents appear secure.

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EXECUTIVE BRANCH

State Has $67 Million Computer Snarl

In 1956, California State government entered the computer age by purchasing its first piece of equipment. The use of electronic data processing in public administration was then widely assumed to be an advance that would reap many benefits for the people of the state during the succeeding decades. Fourteen years later, there have been some achievements, but there is also a good deal of bitterness and a reservoir of unsolved problems remaining as a legacy of those hopes.

There are currently 48 computers (exclusive of those maintained by the state colleges and the universities) serving some 47 state agencies in California. The budget for fiscal year 1970-71 indicates that the proposed expenditures relating to EDP of those agencies will amount to $67.5 million. Clearly, the problems that continue to exist are of major importance.

In a report to the members of the legislative finance committees in 1969, Lieutenant Governor Ed Reinecke succinctly listed the still unresolved issues that challenge the executive and legislative branches of government. He wrote, "EDP equipment, systems and computer programs have been installed and operated without adequate design, planning and performance evaluation; project costs have frequently been underestimated; system installation dates have often been slipped; procurement and budget practices have not provided the proper controls; standardization of data elements and processing methods is lacking; personnel resources are inadequately trained and frequently misused; computer resources are under-utilized and often misutilized; and costs are rising dramatically without meaningful benefits being identified." All of this, of course, adds up to low efficiency at excessive cost, a headache for the taxpayer and the public official alike.

Diffusion is a Problem

The slowly accelerating pace of uncoordinated, independent development of computer installations by the more powerful state departments lies at the root of most of the problems. In defense of their independent status, departmental leaders argue that the process of systems analysis and design demands a high degree of communication between managers and EDP specialists. They claim many of their failures have resulted from "experts", unfamiliar with the problems of their department, designing systems that do not meet their needs. They believe, for example, that programmers who translate management's instructions to the computer cannot adequately function if made part of an intergovernmental pool having no ongoing loyalty or understanding of a department's individual problems. Concern also exists over a department's ability to get "time on the machine" whenever they need it when its control is in the hands of a service center manager with other priorities.

In 1967, Legislative Analyst A. Alan Post produced a report on EDP problems which was highly critical of the lack of any resolve on the part of state departments and their legislative allies to seek solutions. Post recommended that the Department of General Services' Systems Analysis Office develop and implement a long-range master plan for the state as a whole, and that each department be required to do its own planning as well.

The Analyst's report, prepared by EDP expert Bill Behnk, set out certain objectives that have continually been cited since then as ideals for the state's data processing fraternity to live by. Among the recommended guidelines were:

- A call to involve management in the application and use of EDP, rather than to treat it as a specialized accounting function with few policy implications;
- The requirement that economic justification be considered in new purchases as part of an effort to prevent wasteful development of small, inefficient systems while larger existing computers were under-utilized;
- The establishment of service centers for training personnel and for processing the work of small departments and the overflow from larger computer installations.
- The standardization of programming languages, routine, soft-ware packages, data elements and codes, and storage of file media;
- The need to protect the confidential status of certain personal data and the security of the stored information; and
- The ultimate establishment of an information system with state and local accessibility.

Also in 1967, Ronald Reagan, newly elected Governor, requested a industry task force to review all aspects of government. Spurred by a critical report by one of the task force's committees containing 135 specific recommendations for improving EDP activities, the executive branch took action. Governor Reagan set up the Intergovernmental Board on Electronic Data Processing to coordinate EDP developments of importance to state and local government, established by executive order the Office of Management Services, and created a policy committee composed in the main of high level elective and appointive state officials.

Legislative Action in 1968

In 1968, most of the Analyst's guidelines were adopted as legislative intent in a measure ushered through the Legislature by the late Senator George Miller. The bill formally established the Intergovernmental Board on EDP, the State EDP Policy Committee and the Office of Management Services in the Government Code. The bill also required the drafting of a master plan for EDP utilization.

By this time, many people in state government were thoroughly confused by the diffusion of authority for EDP coordination among several agencies such as the Franchise Tax Board, the Division of Highways, and the Department of Water Resources, Motor Vehicles, and Human Resources Development. Conflicting statutory interpretations, added to the natural drive for autonomy among all these agencies, had created a tangled, unintelligible mess of conflicting jurisdictions.

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On top of all of this came increasing budget requests and the disturbing news that the available equipment was being used at about 50 percent efficiency.

Mandate for Action

With an increasingly restive Legislature and a concerned Governor, the Office of Management Services emerged in 1969 with the necessary authority to begin to make fundamental changes. Charles P. Smith, the office's zealous young director, jealously guarded the power conferred upon him by the statutes and set about producing the *Long-Range Master Plan for the Utilization of EDP in the State of California.*

The first draft of the opus was completed with the help of Ernst and Ernst, a management consulting firm, in the fall of 1969. It was not a cautious document destined to be filed and forgotten. Several major departures from conventional thinking were included, and significant revision of the draft was considered a certainty when a special review committee of the Governor's cabinet carefully critiqued it in January of 1970.

Essentially, the draft Master Plan recommended the following:

- Creation of a cabinet level Department of EDP Services to centralize the authority and resources to control and manage EDP statewide, replacing the Office of Management Services and presumably the EDP services programs of the Department of General Services;
- Abolition of the Intergovernmental Board on EDP and the State EDP Policy Committee and their replacement with a new five-man committee representing the state, counties, cities, education, and the private sector;
- Consolidation of *all* EDP operations into six Sacramento-based service centers over a four-year period, eventually reducing the number of computers from 48 to 26 and providing a projected $4 million savings each year;
- Adoption of an information system plan built around 12 program bases (law enforcement, licensing and regulatory, public safety, education, health and welfare, land use, revenue, economic assistance, transportation, public service, environmental or recreational, and state administration);
- Development and maintenance of standard programming languages, data elements, soft-ware packages, and other aspects of EDP management; and
- Revision of the personnel classification structure and training procedures.

The authors of the plan concluded by saying "the major difficulties in implementing the plan would not be technological or economic, but rather socio-political." Whatever the virtues of the plan itself, subsequent events tended to support their contention.

Extensive Critique

The Governor's cabinet review committee, led by the staffs of the Lieutenant Governor's Office and the Department of Finance, found little in the draft that it could wholeheartedly endorse. In fact, the committee's 33 page critique conveys the clear impression the draft plan was considered a rather shoddy, poorly documented piece of work.

Specifically, the committee opposed the creation of a State Department of EDP, opting for the continuation of the current OMS with the proviso that it remain temporarily under the Lieutenant Governor rather than becoming a segment of the Department of Finance.

The committee also chose to take a slower approach to the concept of service center development, recommending instead three pilot centers and the expeditious establishment of seven functional coordination groups. Furthermore, it suggested the maintenance of the Intergovernmental Board on EDP and a re-evaluation of the State EDP Policy Committee's role and composition.

Personnel Problems

There was agreement that "shortages of skilled personnel, difficulties of recruiting and retaining capable people, and a current lack of adequate training programs" were valid problems, but there were differences in approach to the solution. The review committee asked that "the importance of challenge and a sense of achievement, as well as financial rewards," be recognized as solutions to personnel problems.

The draft plan's critics agreed with the concept of data sharing within information systems, but felt that the authors had given far too little concern to the social values of privacy and confidentiality.

The critic's critics have expressed the suspicion that the review committee was part of a plot to discredit the drive toward more rational planning and consolidation of existing systems. The cabinet committee seemed to anticipate the accusation that it was fronting for the departments, however, by stating that it "wished to make it clear that it supports the general principle of consolidation of multiple installations into fewer and more efficient centers, it supports a strong central authority and leadership, and it does not reject the eventual possibility of a single administrative structure for all EDP."

In February of 1970, the Governor's cabinet took the position that the essential points of their review committee's report should be incorporated into the final draft of the Long-Range Master Plan. It was thought that this decision effectively killed the concept of a Department of EDP for the foreseeable future.

Teale Proposal

Legislative Analyst A. Alan Post, however, recommended in his analysis of the 1970-71 Budget Bill that a Department of Data Processing Operations be established. On March 30th, Democratic State Senator Stephen Teale, a member of the Senate Finance Committee and Chairman of the Joint Legislative Budget Committee, introduced SB 724 which would have created a department with the authority to centralize all equipment, operations, and management of EDP facilities, excluding only the college and university system. The concept of the department as presented by Senator Teale was one of a small group of managers coordinating the existing system.

Although the bill was at first deemed frivolous, the power of Senator Teale and the growing impatience with EDP costs among the Legislature as a whole combined to aid in the smooth passage of the measure all the way through both houses to the Assembly Third Reading File. Although it died there during the rush at the end of the session, the bill served to put the administration on notice that unless clear progress was made, the Legislature will force the Governor to establish a second staff agency (the other being General Services) at the departmental level to manage EDP or to veto a bill which is claimed to provide significant savings to the taxpayer. Without any question, the administration is on the spot to produce results in the implementation of a long range master plan.

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I have not bargained and I don't make deals. Maybe if I did we'd have a tax program.—Governor Reagan

Senate Defeats Governor's Tax Program

Adjournment of the 1970 session of the Legislature ended hopes for passage of many bills which had not yet received final action, but easily the most important of these was the Governor's tax program, embodied in AB 1000 and AB 1001. AB 1000 had passed both houses and was awaiting concurrence in the Assembly, but AB 1001, the key revenue raising measure, was stalled on the floor of the Senate from mid-July, one vote short of passage.

Despite the best efforts of Assemblyman William T. Bagley, chief author of the two measures, a solid core of Democratic opposition in the Senate could not be broken. Although AB 1001 was never more than two votes short of passage by the required two-thirds of the Senate, a combination of circumstances made it impossible for the bill's authors to pick up more than one of those two votes.

The first Senate vote on AB 1001 came on July 28th and was one vote short of two-thirds, 26-13. Seven Democrats joined the Republicans in support, but one Republican, Senator Clark Bradley, voted no. That no vote, combined with the vacancy in the seat formerly held by Republican Senator (now Congressman) John Schmitz, was enough to stop the bill. Then, as Republicans attempted to increase the pressure on Bradley and the opposing Democrats, Senator Tom Carrell, one of the seven Democrats who had voted for the measure, fell seriously ill and was forced to return to his home in Los Angeles, unable to return to Sacramento. Thus when Republican Dennis Carpenter was elected August 18th to replace Schmitz and announced he would vote for the bill, the Governor was still short one vote.

One Vote Short

The final vote on AB 1001 came on Thursday night, August 20th, more than a month after the bill reached the Senate floor. After several hours of debate and pleading, during which Senate President pro Tem Jack Schrade appeared to grow more and more frustrated by his inability to secure a "courtesy vote" from the opposition Democrats, the vote was announced, 26 to 13, still one vote short. This vote was on the urgency clause (to put the measure into effect immediately) rather than the bill itself, but the result was the same since the bill also required a two-thirds vote. The Governor's tax program was dead for the1970 session. The companion measure, AB 1000, which had moved back to the Assembly for concurrence in the Senate amendments, was allowed to die without further action.

There were many reasons why none of the remaining Democrats crossed over to vote for AB 1001, but perhaps the most important was the Governor's unwillingness to compromise on any of the major issues (once the package had been put together) or to bargain for support in other ways. The Governor evidently concluded either that at least one more Democrat (if not Bradley) would ultimately capitulate or that passage of the package was not worth making the concessions required. Democratic gubernatorial candidate Jess Unruh charged that the Governor did not really want the tax package but preferred to have it as a campaign issue.

The tax package was the result of some six months of study by the state's tax experts and represented a major compromise between the Governor and the Republican Legislative leadership on the issue of withholding (*California Journal*, February 1970, pages 45-46).

In its second year the program was to have shifted some $800 million a year in taxes from real property and business inventory levies to increased state sales and income taxes.

As introduced, the chief provisions of the package *increasing* taxes included:

- one cent increase in sales tax from $.05 to $.06;
- one-half percent increase in bank and corporation tax from 7 to 7½ percent;
- reduction in oil depletion allowance;
- withholding of income tax;
- increased income taxes for top brackets.

Chief provisions in the package *reducing* local taxes included:

- reduction in homeowners property tax by an average of 26 percent;
- tax credit for renters of an additional $50;
- fifty percent reduction of business inventory tax;
- increased state participation for welfare and Medi-Cal costs.

Senate Opposition

Senate Democrats, denying that their opposition was simply obstructionism or party politics, charged that the Governor's program had several major weaknesses. They contended that the proposed appropriation of state tax revenues for local property tax "relief" would have seriously damaged the state's ability to carry on the normal operations of state government and to provide necessary financial assistance to the public schools, both this year and in future years. Tax relief has become such a major item of state expenditure in recent years that this proposed increase, in their view, threatened to deny other state programs the funds needed to meet population and price increases.

It was also charged by Senate Democrats that the tax increase elements of the program, and particularly the increase in the sales tax from $.05 to $.06, would hit low income families and individuals without giving them back the reductions in property taxes which middle and upper income persons would have received.

Governor Reagan was denied the satisfaction of a clear partisan split on his program by the firm opposition of Republican Senator Clark L. Bradley. Bradley's position was based in large part upon his unqualified opposition to the withholding of state income taxes, which he believed had to be blocked "at all costs." He was also opposed to what he described as "the idea that everybody in the state would be taxed in order to give only a part of the people a varying tax reduction." Bradley expressed strong doubts that the proposed transfer of state tax funds to local government would result in anything more than a brief halt in rising local property taxes. The principal result, Bradley believed, would have been the necessity for a subsequent increase in state taxes to meet state program costs for which there would no longer have been sufficient revenue.

(Continued on page 238)

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1970 Legislative Session

What It Did and Did Not Accomplish

The final days of the annual session(s) of the California Legislature frequently provide a display of fireworks, both figuratively and literally, and the concluding moments of the 1970 session proved no exception. Assembly Speaker Bob Monagan was openly critical of the Senate for "inaction", and, in turn, senators criticized Monagan for not tending to the affairs of his own house. The most bitter attack came when Republican Assemblyman Pete Wilson of San Diego publically denounced Senate President pro Tempore Jack Schrade, also a San Diego Republican, as a "gutless" legislator for killing Wilson's coastline protection bill by cancelling a committee hearing.

Although the acrimony displayed in the closing days was unusual by normal standards, it is not a rare occurance when the inevitable struggles over major issues reach that point of the session when one side must accept defeat. Some of the exchanges which took place between the late Senator George Miller Jr. and Jess Unruh are classic illustrations of the personal animosity which can be generated in these circumstances. In 1968, for example, the Senate leadership, led by Miller, became so upset by Unruh's efforts to force the Senate into action on his tax program that they took advantage of a rarely used constitutional provision to adjourn the Legislature.

By comparison, Monagan's complaint that most of the Assembly's work has been "wasted because of Senate inaction," was a relatively moderate criticism. Similarly, Senate jibes at Monagan merely "set the record straight" and defended the productivity of the Senate.

Another familiar theme which usually greets the end of the session is the disparagement that not much has been accomplished. And the fact that the 1970 session did not produce the successes many had hoped for in January places it beside the record of previous years in this respect as well. Any departure from this pattern would have ushered in a new era of legislative politics, an occurance hardly to be expected in an election year with both houses so evenly divided. Governor Reagan's call upon the Legislature to rise above politics to make landmark decisions with more concern for the "next generation than the next election" was little heeded, by the Governor himself, no less the Legislature.

Although the session differed little from prior ones in terms of what was done, there were signs of change. One difference was apparent in the way the Senate functioned. For the first time Senate Democrats successfully held together, blocking the administration tax package. This evidence of partisanship was also apparent among Senate Republicans. But while the open displays of partisan loyalty gave clear indication that the 1966 court-ordered reapportionment and passing from the scene of many of the most prominent of the "old guard" Senators was being felt by the house, the mid-session election of Schrade demonstrated that a majority of the Senate was not yet willing to give up the traditions of nonpartisanship which were characteristic of the Senate "club." These divisions made the task of leadership in the Senate even more difficult, and as a result most conflicts were resolved by inaction rather than compromise.

NOTES TO SUMMARY

This legislative summary focuses on action by the California Legislature during the 1970 Session. The session began January 5th and adjourned August 21st, the longest session in history. Bills generally go into effect 61 days after adjournment unless they specify a later effective date or they are "urgency measures" passed by a two-thirds vote of each house, in which case, they become effective as soon as they are signed by the Governor.

The Governor has until September 20th (30 days after adjournment) to sign or veto bills presented to him during the last twelve days of the session. If he neither signs nor vetoes the measures, they become law without his signature. Vetoed measures may become law notwithstanding the Governor's veto if passed again by a two-thirds vote of each house. However, no veto by Governor Reagan, or his predecessor for that matter, has been overriden, and it is not likely to happen this year either. The summary does not discuss executive action on measures. The September issue of the *Journal* will carry a report on measures signed and vetoed by the Governor.

The Legislature will reconvene for up to five days beginning Monday, September 21st, to reconsider vetoed measures. Unless the Governor places additional matters on special call, the campaign oratory surrounding override debate will be the last action of the Legislature until it reconvenes on January 4th.

Page references are to issues of *California Journal* in which the subjects are discussed (pp. 1-32, January; 33-64, February; 65-92, March; 93-124, April; 125-148, May; 149-180, June; 181-212, July; 213-244, August).

Additional copies of the summary insert are available for bulk purchase. Inquiries may be addressed to *California Journal*, 1108 O Street, Sacramento, California 95814.

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AGRICULTURE

1970 was a relatively light year for major agricultural policy legislation. Although California's self-proclaimed "number one industry" found itself embroiled in a series of controversies, efforts to resolve these problems frequently found expression outside the state legislative arena.

Burning. The major response to the environmental challenge was AB 16 (Ketchum), which provided statewide standards for the regulation of agricultural burning, including smudge pots, as well as non-agricultural open burning. Essentially a compromise designed to put rural California's house in order, the bill granted jurisdiction to local air resources boards, empowered them to regulate burning according to atmospheric conditions, and allowed farmers some latitude in emergencies.

Farm Labor. A series of Republican bills tightening farm labor contractor regulations were adopted, together with SB 681 (Lagomarsino) which gave the Department of Housing and Community Development the task of regulating all farm labor camps.

Program Funding. A major internal policy struggle was triggered by administration efforts to make a number of Department of Agriculture programs self-supporting. Although the principle has long been endorsed by the Department of Finance and the Legislative Analyst, the budget squeeze gave the proposals added urgency. Administration victories were the development of industry funding for the beet leaf hopper control (AB 1780, Wood) and bovine brucellosis (SB 258, Marler) programs; defeats included additional industry fees for milk inspection (AB 1570, Ketchum) and pesticide registration (SB 1375, Beilenson). However, the Department of Agriculture's real coup of the session was the administration-sanctioned raid on unclaimed gas tax refunds of farm origin (AB 18, Murphy) which will give the department an additional $1,500,000 for pest detection and eradication, with a similar amount to be subvened to counties for their assistance. Efforts by the Assembly Committee on Agriculture to reform the financing of California fairs were deferred until 1971 with the promised appointment of a blue ribbon advisory committee.

Marketing. Action in agricultural marketing was sporadic. After more than a decade of debate, SB 214 (Marler) transferred container standardization authority from the Legislature to the Department of Agriculture (p. 131). Self-help authority under the California Marketing Act was expanded somewhat, notably to give limited credits for brand advertising in industry promotional programs (SB 585, Marler), and to permit the financing of pest control programs (AB 797, Berryhill). However, the last minute defeat of a proposal (SB 587, Mills) to create a more adequate system for indemnification of financial losses suffered by farmers through defaults by state licensed produce dealers was a major disappointment to farm organizations.

Dairy and Meat. Milk, regulated somewhat in the manner of a public utility and therefore productive of extensive legislative introductions and industry infighting, was slightly less turbulent than usual. Consensus proposals on testing (AB 1347, Wood) and quality improvement (AB 1569, Ketchum) passed, but perennial producer and distributor attempts to revise pricing laws found little favor. Although the Department's proposal to revise the administration of milk inspection in the state got snagged on the financing issue, a consolidated meat and poultry inspection program (AB 1041, Ray Johnson) in conformity with new federal laws was adopted. Previously, the department had conformed existing programs to the federal Wholesome Meat and Poultry Acts through regulations promulgated pursuant to blanket legislative authorization.

BUSINESS and PROFESSIONS

Financial Institutions. With interest rates up and money tight, there has been strong public pressure to hold the cost of borrowing constant and to expand the available money supply, while many lending institutions struggled to protect or enhance their profits and position in the lending market. Personal property brokers who sought to gain permission to take a deed of trust as security for loans under $5,000 (AB 1321, Bagley) were blocked in the Senate by mortgage brokers. Property brokers did succeed, however, in winning an increase in interest rates to 1½ percent a month on loans of over $700 (AB 1852, Briggs). A similar interest increase bill for pawnbrokers (SB 990, Teale) was defeated.

In addition, AB 761 (Beverly) extended the jurisdiction of the Corporation Commissioner to broker loans of less than $10,000 (instead of less than $5,000) and granted them longer maturities. Industrial loan companies were not able to gain real property security and extended terms (AB 366, Moretti) but did win establishment of a state insurance program (like the FDIC) to guarantee deposits up to $10,000 (SB 1290, Sherman).

Two bills (AB 1581 and 1583) by Robert Beverly, Chairman of the Assembly Committee on Finance and Insurance, require notice of late fees and regulate the use of variable interest on mortgage loans. A package by Alan Sieroty including regulation of alleged abuses in bank Christmas Club accounts (AB 2472) failed. Other measures adopted included an extension of the lending powers of credit unions (SB 512, Moscone), permission for state savings and loan associations to have the same powers as federal associations (AB 1234, Moretti), and a proposed constitutional amendment (ACA 50, Priolo) to exempt from usury provisions loans of more than $100,000 to corporations and partnerships. One notable failure was the Senate death of AB 2425, Wilson, which would have permitted banks to make conventional real estate loans for 30 years at 90 percent of market value.

Professional Licensing. As usual, proposals to establish new licensed professions were numerous. At least five won legislative approval. Successful after several tries was AB 532, Zenovich, licensing hearing aid dispensers. Other new licensees are physicians' assistants (AB 2109, Duffy), educational psychologists (SB 1328, McCarthy), auctioneers (AB 1538, Chappie and SB 962, Walsh) and nursing home administrators (SB 1058, Short). Unsuccessful licensing bills included those covering construction inspectors, physical therapy assistants, professional designers, escrow officers, public income tax preparers, and drug salesmen.

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Horseracing. A substantial revision of the Horse Racing Act of 1967 was proposed in AB 1019 by Assemblyman Bob Moretti. The most significant portions of Moretti's measure would have increased racing weeks available for quarter horse and harness racing and boosted revenue to racing associations and horsemen by increasing the amount deducted from the waged dollar by one percent.

JOHN MILLER Hugo

Faced with strong opposition, Moretti permitted the bill to die in Assembly Ways and Means and then allowed the bill's revenue provisions to be amended into another bill (SB 1199, Burns). As enacted, this bill increases "take out" from the betting dollar by one and one-quarter percent and distributes the increased revenue on essentially the same basis as tracks and horsemen now split their share of the racing dollar. The final version of the bill also continues to specify the distribution formula by law so that it can only be changed by the Legislature.

Franchising. The Corporations Commissioner, the Attorney General, and the Legislature cooperated to pass disclosure legislation (SB 647, Bradley and AB 1309, Knox) to protect prospective purchasers of franchises in California. Modeled on provisions of the 1968 Corporate Securities Act, the bill requires registration, prior submission of a prospectus and specifying appropriate remedies, and were supported by most major francisors. A package of more ambitious franchise bills introduced by Assemblyman Russell and Senator Carrell stayed in committee.

Alcoholic Beverages. Legislators enacted a mixed bag of bills relating to alcoholic beverages, but generally avoided floor action on controversial measures opposed by large segments of the liquor industry.

Controversial legislation which failed to clear policy committees included: proposals to abolish fair trade laws (AB 2266, Burton), to decrease the population to liquor retailer ratio (AB 1025, Townsend) and to restrict the issuance or transfer of alcoholic beverage licenses into urban ghetto areas (AB 250' Bill Greene).

The biggest battles of the session, however, were fought over bills which would have eliminated college and university "dry zones" (AB 657, Moretti) and would have provided for exceptions to "tied house" regulations which prohibit liquor manufacturers, wholesalers and retailers from having direct or indirect financial interests in one another (AB 1025, Townsend; AB 1443, Britschgi; AB 1489 and AB 1492, Badham; AB 1564, Ralph). The "tied house" exception bills, successfully opposed this session by the Department of Alcoholic Beverage Control, will probably be renewed during the 1971 session.

Successful alcoholic beverage legislation during the 1970 session included: AB 448 (Ketchum) which revises the priority of creditors in cases of unsatisfied claims against a licensee; AB 963 (Gonsalves) which permits non-profit social and religious clubs to sell alcoholic beverages at social events and similar gatherings, and AB 1502 (Knox) which permits on-sale premises to display signs with the words "bar, "barroom", and "saloon".

CONSUMER AFFAIRS

The rising militancy of middle-class consumers was felt in Sacramento this year. As a result, this pre-election legislative session was, on the whole, a good one for the consumer cause.

Reorganization. In terms of long-range impact, the creation of a potentially strong Department of Consumer Affairs, embodied in AB 2366, authored by Assemblymen James Hayes and Alan Sieroty and Senator Alfred Song, may be the most important measure passed. The bill eliminates the moribund Office of Consumer Counsel and transfers its powers to the Director of Consumer Affairs, formerly the Director of Professional and Vocational Standards before the acceptance by the Legislature of Governor Reagan's Reorganization Plan No. 2.

The director of the new department is empowered to act as ombudsman in the receipt and resolution of a variety of consumer complaints. He is required to use the information he receives in the process to advise the Legislature, the Governor, the press, and the public of the needs of the consumer. The way in which the administration, through Director Leighton Hatch, exercises its discretionary powers will be the determining factor in the success of the new approach.

AB 2154 by Assemblyman Jerry Lewis which would have established an office of Public Users Counsel within the Public Utilities Commission to provide legal advice to individuals and groups on pending matters was held in the Assembly Ways and Means Committee.

Assemblyman Hayes was also chiefly responsible for passage of AB 292, the Consumers Legal Remedies Act which provides statutory authority for class action suits, the newest and most effective weapon available in the fight against the multitude of nagging minor problems which affect the mass of consumers.

Credit. In the credit field, the defeat of Assemblyman Henry Waxman's measure, AB 536, which would have eliminated deficiency balances after the sale of repossessed used vehicles, was a major defeat for consumer advocates. However, a victory was won when the credit reporting industry succumbed to the assaults of its critics. AB 2367, by Assemblyman Hayes, which regulates credit bureaus, licensing them through the new Department of Consumer Affairs, was defeated. AB 149 by Assemblyman Pete Wilson which establishes standards of operation for the firms in the Civil Code was passed by the Legislature. Under the bills, consumers would be granted the authority to view and correct if necessary any inaccurate personal data in the files of the reporting agencies.

In an attempt to solve the annoyance attendant to computerized billings, Speaker Bob Monagan won passage of AB 433 which forces retailers to respond to debtor inquiries within 60 days or forfeit the accumulated interest charges.

Consumer Protection. In the broad field of consumer protection, two bills designed to strengthen warranties were passed. SB 272 and SB 436 by Senator Song would prevent the disclaiming of implied warranties without clearly labeling the goods to be sold "with all faults" and forces manufacturers to back up warranties by giving retailers and consumers additional leverage.

The much publicized unit pricing concept embodied in Senator Anthony Beilenson's SB 189 and Assemblyman Mike Cullen's AB 814 died when the bills were defeated in their houses of origin despite increasing momentum. Sena-

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tor Beilenson's annual attempt to pass legislation to reform the funeral industry, SB 836, met defeat once more. The same fate befell SB 11, his bill to license auto repair shops despite growing support for the proposal among legislators.

Two bills, AB 1717 by Assemblyman Wilson and AB 1192 by Assemblyman Hayes, required doctors to disclose lab fees in their patients' bills and imposed severe sanctions on physicians who render unnecessary services. A bill designed to protect consumers from unreasonable cancellation of property insurance policies, AB 165 by Assemblyman Robert Beverly, was passed and signed.

A measure designed to prevent the sale of personal tax data by tax consultants for purposes of business solicitation was also signed into law. Another privacy bill, AB 1982 by Assemblyman William Bagley, which would have limited access to bulk mailing lists derived from public records, died in committee.

Attachments. In an attempt to clarify the legal haze surrounding the issuance of attachments, AB 2240 by Assemblymmen Hayes and Yvonne Brathwaite which consolidated exemptions of debtors from execution or attachment was passed. Mrs. Brathwaite was also successful in having the minimum amount owed to a creditor raised from $125 to $200 before an attachment can be issued (AB 1225).

CRIMINAL JUSTICE

This year the usually emotionally charged and politically sensitive field of criminal justice remained relatively quiet with few major changes adopted.

Penal Reform. A number of bills were proposed to make major changes in parole procedures of the Adult Authority. Legislation was proposed by the Assembly Select Committee on Criminal Justice (p. 183), but the few successes came from elsewhere. AB 1511, authored by the committee, would have substantially changed the procedures of the Adult Authority for considering parole and, as introduced, would have required the authority to release prisoners at the expiration of their minimum term except for cause. The bill passed the Assembly but was not taken up in the Senate Judiciary Committee.

Three bills out of a ten-bill package introduced by Assemblyman Alan Sieroty were approved by both houses. The bills will allow the Department of Corrections to release prisoners for up to three days anytime during their terms (AB 1835), require the Board of Corrections to establish minimum standards for local detention facilities (AB 1836), and guarantee certain legal rights to persons held in local jails as well as state prisons (AB 1837).

Bills to permit the Adult Authority to parole anyone after five years in prison (SB 219, Dymally), increasing its membership from 9 to 12 and setting their qualifications (SB 1402, Way) were also approved.

Feticide. A bill (AB 816) originally introduced by Assemblyman Don MacGillivray to redefine the California murder statute was amended by Assemblyman W. Craig Biddle to make the killing of a fetus punishable under the California statute covering murder. The amendments were offered in direct response to a June 12th Supreme Court decision regarding the death of an unborn child (p. 174). As passed, the bill defines killing a fetus as murder except when the act complies with the present Therapeutic Abortion Act, is performed by the holder of a physician's and surgeon's certificate, or is "solicited, aided, abetted, or consented to by the mother of the fetus."

Crimes. Major legislation to give the state the ability to use wiretap evidence was introduced but defeated. AB 574 (Biddle) and SB 185 (Nejedly) would have brought California law more in conformity with new federal legislation in this area. While neither bill passed this year, the pressure in this area could produce legislation by the end of next session.

SB 806 (Nejedly) was passed, defining "obscene live conduct" and including such conduct under legal prohibitions. The bill resulted from recent court cases which had found certain live theatrical performances not to be prohibited under California law. The court decisions had indicated how the Legislature could rewrite the law to make prosecution possible.

A bombing bill was passed (AB 1003, Biddle) which makes exploding any device causing "mayhem or great bodily harm" punishable by life imprisonment or death and specifies strict penalties for less serious bombing acts.

Judicial Administration. Major court reform providing for a single statewide court system was discussed and will be the subject of a major interim study leading to proposals next year.

A statewide public defender bill to handle indigent appeal cases (AB 497, Hayes) got as far as the Senate floor where it was defeated 16-11 by unexpected last-minute opposition from the Governor's Office.

DRUG ABUSE and ALCOHOLISM

Drugs. The problem of drug and narcotic usage, particularly among the young, continues to concern the electorate. As a general rule, however, there has been a shift in legislative emphasis away from increasing penalties as a solution to the problem.

Assemblyman William Campbell, Chairman of a Health and Welfare Subcommittee on Alcohol and Drug Abuse, authored six bills typical of the new approach. Three went to the Governor's desk. AB 218 makes it a felony to possess the ingredients for the production of "speed" (an amphetamine or methamphetamine); AB 219 regulates and controls mail-order and catalogue sales of hypnotic drugs through bonding, inventory and reporting procedures; and AB 221 redefines marijuana as a dangerous drug rather than as a narcotic, without affecting penalty provisions.

Defeated were subcommittee bills which would have required all drug advertisers using radio or television to allocate 25 percent of their time to drug abuse education (AB 223); required export drug brokers to be licensed by the state so that their inventories could be inspected (AB 222), and permitted dangerous drugs to be sold only on triplicate prescription with one copy going to the State Bureau of Narcotics Enforcement (AB 220).

AB 1416, a bill which permits law enforcement officials to turn first-time drug offenders over to local drug treatment clinics in lieu of arrest, was successfully guided to the Governor by Assemblyman Pete Wilson.

Assemblymen Kenneth Cory, Wadie Deddeh and John Dunlap introduced a comprehensive Drug Education Act designed to establish a statewide program of instruction about the dangers of drugs, narcotics, alcohol and tobacco. None of the four related bills left the Assembly. Another Drug Education Program (SB 1010, Marks) died in the Assembly.

State Senator Robert Lagomarsino obtained legislative approval of SB 946, a measure which allows previous felony violations of the restricted "dangerous drugs" laws to be counted as prior offenses for penalty purposes in convictions involving felony narcotic sales, and vice versa. His bill

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which would have allowed a judge to revoke driving privileges of repeat marijuana offenders (SB 1361) failed to achieve passage. SB 843 (Way), which passed this session, provides for 72-hour evaluation and treatment of juvenile or adult defendants "who are dangerous to themselves or others as a result of the use of narcotics or restricted dangerous drugs" before continuing their cases in court.

An attempt by State Senator George Deukmejian to require one year of successful probation before anyone convicted of a first offense for possession of marijuana or a restricted drug could qualify for a misdemeanor sentence failed to clear the Assembly Criminal Procedure Committee. SB 1369 would have removed the judge's option of imposing either a misdemeanor or a felony.

Proposals to establish drug courts and to outlaw self-medication of the amphetamines (benzedrine, dexedrine, methedrine, pep pills and "speed") were defeated.

Methadone. Three measures were passed this session regarding the establishment of methadone maintenance programs in California, none of which provides the necessary funding.

SB 1271 (Way) and AB 232 (Vasconcellos) authorize the use of methadone in other than experimental programs. Way's bill would place the methadone maintenance program under the jurisdiction of the Department of Mental Hygiene, making methadone available only in county community health centers. Vasconcellos' bill established the Research Advisory Panel as the supervising body of the program, with the potential of many more sources for administration of the drug. Way's bill originally contained a $280,000 appropriation, but it was amended out in the Senate, leaving the counties to find their own revenue sources for any methadone maintenance programs they choose to undertake. Both bills, which were urgency measures, have passed, but the Legislative Counsel has acknowledged a conflict and, should the Governor sign both measures, the last one he signs will be the binding legislation.

BOB MONAGAN Hügo

An additional measure, AB 1579 (Vasconcellos) allows a person released from the California Rehabilitation Center and parolees from any California institution to participate in a methadone maintenance research project with the approval of the Department of Corrections and the Narcotic Addict Evaluation Authority.

Alcoholism. Assemblyman Frank Lanterman, a leader in the mental health field, successfully authored AB 1889, which consolidates all state programs on alcoholism into a special office in the state Human Relations Agency. Thirteen separate state agencies spending $54 million yearly will become part of a new Office of Alcohol Program Management.

A new method of drunk driving prevention based on a system recently instituted in England was proposed in AB 134 and AB 135 (Vasconcellos). The bills, which would have replaced the present presumptive limits law, died in the Assembly.

EDUCATION

Although major problems of school finance and reorganization were debated at length, this was not a very productive session in terms of education legislation. As in other fields, it was a year for marking time, for establishing some new prohibitions but for resisting major changes.

Public Schools. The most important measure which was passed by the 1970 Legislature regarding the public schools was AB 122 (Ryan) dealing with teacher licensing (pp. 50, 192). The new law sharply reduces the number of different teacher credentials, establishes a new independent commission outside of the Board of Education to administer them, provides for qualification by examination, strictly limits the number of "methods courses" required by prospective teachers, and permits districts to waive the administrative credential requirement for district superintendents.

Although several major school finance bills were introduced, none succeeded in getting to the floor of either house in the face of Governor Reagan's opposition to any increase in funds other than that amended into the Budget Act. Three measures would have provided for collection of a statewide property tax of varying amounts and revised foundation aid per ADA for the support of public schools (SB 327, Teale; SB 334, Rodda; AB 1154, Deddeh). A fourth measure, SB 1309 (Collier), required the state to assume 50 percent of the cost of public education.

A measure (AB 2471, Campbell) which would have authorized an experiment with the "voucher system" of school financing, was killed in Ways and Means because of concern that public money might go to parochial or segregated schools rather than achieving a more effective and responsive school system.

Apart from the financial proposals, the bill which became the most prominent focus of conflicting interests and major lobbying efforts was the Los Angeles district reorganization bill, SB 242 (Harmer). An interim study chaired by Senator John Harmer lead to the initial proposal to divide the Los Angeles Unified School District into 12 semi-autonomous smaller districts. Although the bill was intended to be attractive to liberals as well as conservatives, as both groups seek to make the schools more responsive to their views, it failed initially to attract liberal support in the Assembly after passage by the Senate. With the author's agreement the bill was amended in the Assembly to give the Legislature veto power over the specific subdivision plan to be worked out by a reorganization commission, to emphasize improved integration, and to permit consideration of a reorganization plan which would subdivide the district into as many as 24 separate units. Assembly amendments were concurred in by the Senate.

AB 551 (Wakefield), an anti-busing measure which its author acknowledged to be anti-integration in intent, passed both houses and is expected to be signed by the Governor. The bill prohibits the busing of children by the Governor. The bill prohibits the busing of children by schools for any purpose without their parents' consent. Some Democrats in both houses opposed the measure but were unable to put up an effective opposition due to lingering memories of the

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way in which their opposition to anti-fair housing legislation in 1964 hurt them politically. The American Civil Liberties Union and other civil rights organizations are preparing to challenge the new legislation as soon as it is signed. In the meantime, several districts have indicated that they will continue integration policies by simply not requiring pupils to take any particular form of transportation to reach district schools.

Higher Education. A proposed constitutional amendment to authorize state appropriations for private colleges and universities (ACA 47, Biddle) passed the Assembly but was defeated in the Senate. Proponents were unable to demonstrate a compelling public interest inasmuch as California's private institutions are in no worse financial condition than the public institutions.

The private colleges and universities are expected to receive some financial aid, however, as a consequence of the passage of AB 31 (Monagan), which increased the number of new state scholarships (covering tuition and other fees) from the equivalent of two percent to three percent of the number of high school graduates each year. State scholarship funds are expected to increase as a result from $13 million in 1970-71 to $26 million by 1974-75, with up to half of this going to private institutions.

Legislation to expand and liberalize assistance for "disadvantaged" students under the Educational Opportunity Programs fared less well. By the end of the session only two bills had survived the mixture of apathy and hostility which they faced in the Legislature: SB 554 (Dymally) which will somewhat loosen EOP student selection requirements and AB 2125 (Campbell) which, rather than expanding state support for EOP, permits the imposition of a special state college student fee for this purpose.

Legislation to abolish altogether the Coordinating Council for Higher Education did not go far, but the Legislature did act to alter representation on the council (AB 73, Veysey). Council membership is to be reduced from 18 to 10 with the institutional representation cut from 12 to 4 and public membership held at 6. This action is in effect a rejection of the original Master Plan concept that the council should be basically an organization representing the various institutional interests rather than a "lay" body representing public concerns with higher education. No other higher education reorganization measures were successful.

The perennial "learn, earn, and reimburse" tuition proposal (AB 625, Collier) and the state college name change to "State University" (AB 304) bills were both again defeated. A proposal to initiate tuition at the state colleges in line with the recent University tuition did not move from committee.

ELECTIONS and POLITICS

The two most significant developments in the area of election legislation was the fact that the 18 year vote issue gained momentum and just barely missed passing both houses, and the open primary issue, twice-vetoed by Governor Reagan this year, was bottled up in an Assembly committee.

Age of Majority. A constitutional amendment (ACA 40, Briggs) to lower to 18 the voting age as well as the age of majority for legal and contractual obligations (excluding the right to purchase alcoholic beverages) was killed in the Senate when it failed to receive the required 2/3 majority necessary to place it on the November ballot. Three other measures to allow 18-21 year olds to join political parties (AB 1755-78, Vasconcellos) and to qualify as initiative petition signature solicitors (SB 524, Marks and Moscone) also failed.

Open Primary. Legislation to establish an open presidential primary in California based on the Oregon concept which permits voters to express their preference among all presidential hopefuls failed. The constitutional amendment (SCA 3, Alquist) was identical to legislation which in two previous sessions passed the Legislature only to be vetoed by Governor Reagan, who in 1968 had used the "favorite son delegation" device to freeze other candidates out of the California GOP primary. Alquist, the Democratic nominee for Lieutenant Governor, saw his legislative program suffer from his candidacy. When Democratic National Committeeman Stephen Reinhardt appeared before an Assembly committee to seek amendments, it provided just the excuse Republicans needed to prevent the proposal from being sent to the Governor's desk.

Vote Count Delays. Extensive delays in counting June Primary ballots in several major counties using electronic vote tabulating equipment led to an Assembly committee investigation and the passage of legislation (AB 687, Crandall) to require counties to submit their computer programs to the Secretary of State prior to the election so any potential problem might be discovered and corrected. However, a proposal to simplify legislative and congressional district boundaries by tying the number of state legislative districts to the number of congressional districts (ACA 6, Veysey) was defeated.

ENVIRONMENT

Environmental quality was the cause celebre when the session began. By adjournment when the landslide of legislation had been disposed of, they had not been nearly as much success as many had hoped for in January, but there were a number of substantial accomplishments nevertheless.

Planning and Land Use. Most of the program introduced by the Assembly Select Committee on Environmental Quality concentrated on planning and land use (p. 187). Several of these measures passed the Assembly with difficulty, and only five relatively non-controversial bills reached the Governor's desk following a Senate blitz during the last two weeks of the session.

The surviving planning bills require consideration of environmental impact of state and local programs (AB 2045, Knox), create the new state Office of Planning and Research (AB 2070, Wilson), force inclusion of a conservation element in local general plans (AB 1566, Knox) and require a plan for the preservation of environmentally important state lands (AB 2167, Russell). The fifth bill, (AB 2433, Milias), added environmental members to several state boards and commissions. Measures introduced by the Joint Legislative Committee on Open Space measures and approved by the Legislature authorize recreational use in Williamson Act contracts (AB 2178, Knox) and required open space elements in local general plans (AB 2180, Knox). Gubernatorial candidate Jess Unruh's proposal to set up a powerful State Environmental Quality Control Board (AB 2050) was killed in committee in the Assembly.

Local opposition from both governmental and private sources had substantial influence upon the death of a number of proposals to increase state or regional participation in local planning decisions. The Select Committee's Environmental Bill of Rights (ACA 55, Milias), which would have clarified the Legislature's power relative to local governments, was an obvious casualty. A continuing debate over the locus of power in Bay Area planning bodies caused

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the defeat of one Knox proposal for a modified form of regional government (AB 2310) and the abandonment by the author of another (AB 2345) to establish statewide regional planning bodies. A third (AB 1155) successfully required LAFCO decisions to be consistent with local general plans, and traded control over new services offered by special districts for potential membership on the local commission.

A pro-conservation local control bill (SB 507, Dolwig) gave three Bay Area counties the right to adopt logging controls which are more stringent than state law. A Select Committee bill to create environmental demonstration areas died in the Senate Committee on Government Organization, and the defeat of the auto excise environmental revenue bill (AB 2199, Briggs) left Senator Marks' personalized license plate program (SB 262) as the only source of funding for environmental programs.

Shorelines. None of the several California coastline regulation bills succeeded (p. 135) and the cancellation of a hearing on the last one (AB 2131, Wilson) prompted a bitter exchange between its author and fellow San Diego Republican Jack Schrade. Bills to facilitate public establishment of coastal use rights gained under two recent state Supreme Court decisions (AB 1446, McCarthy) and to protect public access to waterways (AB 2088, Z'berg) lost on the Assembly floor. However, companion bills (AB 493, Dunlap and AB 2419, McCarthy) do guarantee continuation of reasonable public access to the seashore, lakes and reservoirs in the approval of subdivision plans. The coastal power plant siting control bill (AB 818, Briggs) also died in the Senate, though there was some question as to whether this constituted a victory for conservationists, utilities or local governments. Two Briggs bills (AB 1247 and 1942) appropriated $350,000 to the Resources Agency for further siting studies.

RONALD REAGAN Hügo

Protection of coastal water from oil spills was still the subject of controversy even though the Santa Barbara spill that touched it off is more than a year past and occurred under federal jurisdiction. A bill by Jess Unruh (AB 393) to ban drillings in hazardous areas and so designating the Santa Barbara channel failed Assembly passage by one vote on a day Unruh was absent and was defeated in two subsequent revival attempts. Bills by Assemblymen Bagley, Sieroty, MacGillivray and Senator Grunsky added extensive new coastal areas to anti-drilling sanctuaries created last year, and a Lagomarsino bill broadens state supervision over oil and gas drilling to include safety and environmental consideration (SB 161).

Water Quality. A Knox proposal (AB 1310) to give BCDC the Bay-Delta water study program now under the State Water Quality Control Board was defeated in the Senate. However, the Legislature did put a "clean water" bond proposal (AB 1456, Porter) on the November ballot to finance a quarter of the cost of the construction of local sewage treatment facilities, and thereby creating eligibility for additional federal funds. In addition, another $2,000,000 was advanced for the completion of the Lake Tahoe sewage export system (AB 1279, Chappie) and liquid waste haulers were brought under regulation (AB 718, Berryhill).

The State Water Project, which received a big boost from the approval of Proposition 7 in June (p. 68-9), survived a legislative attack spearheaded by Contra Costa County Senator John Nejedly, opponents of the Peripheral Canal, and other environmentalists. SB 1268 (Coombs) placed a $60 million bond issue to finance fish, wildlife and recreational enhancement features of the project on the November ballot. The California-Nevada interstate compact regulating the waters of the Truckee, Carson and Walker River basins was also ratified (AB 1350, Chappie) after amendments preserving the *status quo* on Indian rights.

Noise Pollution. Three bills aimed at reducing the impact of noise on the human environment passed the Legislature at the 1970 session. All were directed at the din that often accompanies highway development. Assemblyman Arklin's AB 1512 prohibits freeway construction within 750 feet of a school without the inclusion of noise treatment and abatement barriers. AB 2434 by Assemblyman Milias lowers the noise limits on passenger cars. A bill which would force the Highway Commission to consider "noise impact" studies in plans for highway or freeway route locations (SB 1077 by Senator Lagomarsino) survived.

An eight-bill package (SB 1300-1304 and 1306-1308) by Senator Beilenson which attacked noise problems on a broad front was held in committee for further study. Among the measures was a bill to outlaw the operation of a supersonic transport in California. Bills by Democrats requiring city and county plans to establish noise levels, requiring subdividers and real estate brokers to notify buyers of noise problems and to create a Division of Environmental Control to establish and enforce noise limits were all killed.

Air Pollution. Smog is no longer just a California phenomenon, but it remains one of the most serious problems facing the state. An issue now elevated to "motherhood" status, air pollution was the subject of a lot of legislation in 1970, and some significant advances were made.

A package of 18 stringent anti-smog bills (AB 75-90) highlighted by measures to ban lead from gasoline and fine recalcitrant air polluters up to $6,000 a day (AB 88) was the major Assembly effort to end air pollution. Fourteen of the eighteen bills were passed, and most of the remaining measures were included in other bills. The one major casualty was AB 79, the bill to eliminate lead from gas by 1974, which was killed in the Senate Transportation Committee after having been toughened by amendments on the Assembly Floor. Other important measures were: AB 83, requiring an air pollution control district for each county; AB 76 prohibiting the sale and registration of new motor vehicles without a decal attached showing applicable exhaust emission standards; AB 77 requiring that the State Air Resources Board (ARB) evaluate the effect of and the responsibility for air pollution; AB 85 directing the ARB to set up procedures for testing for smog problems caused by non-vehicular pollution; and AB 86 requiring the ARB to preempt local smog standards where they are weak.

Another key Assembly bill which passed was AB 1 (Biddle and Arklin) which would fine Detroit manufacturers $5,000 for each 1973 car that does not meet anti-smog standards when sold in California. Other provisions of the bill open the records of pollution control boards relating to smog violations, authorize increased roadside testing of smog devices, permit assemblyline testing of smog devices in 1972, allow freeway lanes to be set aside for buses and car pools during peak traffic hours, and permit the setting of new exhaust emission standards for late model cars.

AB 9 (Cory) which passed and AB 1 would reduce gas taxes on cars burning natural gas fuel instead of gasoline.

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Assemblyman Dave Roberti authored AB 883 which prohibited a majority of ARB members from having interests in businesses that pollute.

The leading Senate advocate of tough anti-pollution laws was Nicholas Petris of Oakland. His major bill to ban the use of smog producing car engines by 1975 (SB 66) was killed in the Assembly Transportation Committee for the second year in a row. SB 303 and SCA 14, to provide a $25 million prize to the first person or company constructing a vehicle with a suitable low emission standard set by the ARB, died in the Senate. Another defeated bill would have banned cars from the core area of 19 major California cities.

Assemblyman John Foran and State Senator Gordon Cologne introduced bills designed to allocate more money for research to combat air pollution. Foran's AB 207 failed in the Senate, but Cologne's SB 848, which would draw on the expertise of the University, passed.

Litter. "Ban the can", a much publicized movement to do away with unsightly litter, made some headway this session even though the major bills on the subject failed. AB 1313 by Assemblywoman March Fong and SB 39 by Senator John Nejedly would have required that beverage containers be refundable for five cents or more or be biodegradable (capable of destruction by nature). Both were defeated. AB 72 by Powers and Ketchum, which passed, and was signed by the Governor, imposes a minimum $25 fine for littering.

FAMILY LIFE

The Legislature acted to protect minors from hasty marriages while providing them with more information on birth control methods. Population control fared well. Unlike last year, divorce reform played a very minor role this session.

Population. Senator Anthony Beilenson introduced seven bills concerning population growth (SB 322 and 541-546). When the session ended, four of Beilenson's bills (SB 322, 541, 542, and 546) had passed, along with a fifth introduced by Assemblyman Alan Sieroty (AB 2255).

Aimed at curbing venereal disease, SB 322 allows prophylactics to be sold to minors. SB 542 allows a female minor to consent to hospital, medical and surgical care regarding the prevention of pregnancy. Sieroty's bill requires distribution of information regarding family planning and birth control clinics in the county to persons applying for marriage licenses.

Beilenson's bill (SB 541) establishing a family planning unit in the State Department of Public Health passed, but had the appropriation ($2,150,000) to carry out the program removed by amendment in the Senate. SB 546 authorizes the Department to establish a demographic and population unit to report bi-annually on the subject of population trends and distribution. The $100,000 appropriation to carry out this program was also amended out in the Senate.

Two of the bills in this package which failed will probably be re-introduced next session. Beilenson sought unsuccessfully in SB 544 to repeal the 1967 Therapeutic Abortion Act which he authored and to provide that abortions are illegal only when they are not performed by a licensed physician or surgeon before the 20th week of pregnancy (pp. 130-131). SB 545 would have limited income tax credits for children born after January 1, 1972, to two, except for unlimited tax credits for adopted children.

Adoption. SB 238 (Petris) repealing the present fee of up to $500 charged for the adoption of a child through a public agency failed to win committee approval. Senator George Moscone introduced SB 674, which passed, authorizes deferment, waiver, or reduction of the public agency adoption fee for "hard-to-place" children. The "hard-to-place" child is redefined as "a child who because of his age, ethnic background, race, color, language or physical, mental, emotional or medical handicaps has become difficult to place in an adoptive home."

Marriage and Divorce. AB 103 (Hayes) gives the court discretion to withhold money held on deposit for minors pursuant to a court order. Previously this money could be released when the minor became 21 or when he married after reaching age 18. Some hasty marriages were consummated, Hayes felt, for the sole purpose of obtaining such money before the age of 21. Also in an attempt to prevent impulsive marriages, AB 402 (Hayes) requires that anyone under 18 planning marriage must participate in premarital counseling, if the court deems it necessary, to acquaint him with the social, economic and personal responsibilities of marriage. Both bills passed.

JACK SCHRADE

HEALTH and WELFARE

Welfare. Without question the most significant welfare bill of the session was AB 1360, authored by Assemblyman Gordon Duffy, which, as introduced, was billed by Governor Reagan as his "welfare reform" package. The bill, shrouded in controversy for the entire session and extensively amended, was defeated in the Senate on a vote for concurrence in the conference committee report on the last night of the session.

In its final form, AB 1360 would have provided for an AFDC (Aid to Families with Dependent Children) grant increase of 20 to 25 percent which, together with a statewide food stamp program, was designed to place California in conformity with federal standards. Currently the US Department of Health, Education and Welfare is conducting proceedings to determine whether the state's failure to comply with federal law should result in a cutoff of federal funds for AFDC grants.

The bill also provided a reduced base against which outside income could be figured, a mandatory work requirement for unemployed fathers, family planning and child care courses for AFDC mothers, tighter fraud and support provisions, and increased support liability of adult children for their aged parents.

The bill was the center of a running battle through the session between Democrats who contended it was a harsh and punitive measure, and Republicans who supported the Governor's effort to impose restrictions on those receiving welfare. In the end, however, it was the refusal of a number of Senate Republicans to be pushed into passing a bill in the closing moments of a session that made the difference in determining the bill's fate. Those who refused to support the plan suggested it should have been limited to the federal conformity question and that the Governor could call a special session to coincide with the veto session in September to solve the problem.

Hunger. To meet the nutritional deficiencies of California school children, the Governor signed AB 318 (Assembly Committee on Health and Welfare), the School Lunch Program, providing $6 million in state funds for free and

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reduced-cost meals. Combined with an additional $14 million from the US Department of Agriculture and another $6 million in federal money for basic school lunches, the program will have $26 million to distribute to California's school districts. Recipients of the school lunch funds will be those currently under AFDC as well as potential or former AFDC children.

A second measure to assure the supply of free or reduced-price breakfasts and lunches to needy children, SB 1 (Moscone), was passed by the Legislature. The bill's original $3 million appropriation for a School Breakfast-Lunch Program was amended out, however, so that no money was allocated for the program.

A pilot "Meals-on-Wheels" project (AB 592, McCarthy) also passed. The program appropriates $50,000 in state funds to provide meal delivery service to the homebound ill and to low-income elderly and crippled persons who are unable to leave their homes. The service will be operative only if matching federal funds become available.

Health Standards. The Sherman Food, Drug, and Cosmetic Law (SB 470, Sherman) was enacted to insure compliance with established health standards through the elimination of misleading packaging, labeling, and advertising, falsely represented drugs, and adulterated or misbranded food and cosmetics.

Another bill (AB 565, Brathwaite) signed by the Governor protects consumers from misbranded foods by requiring restaurants to display a statement of any food additive not listed on the federal Food and Drug Administration's GRAS (generally recognized as safe) list. AB 1394 (Wood) allowing the use of an ice cream additive now permitted in 39 states, micro-cystalline cellulose, created a controversy similar to the cyclamate scare. The bill was dropped by the author after passing the Assembly.

Finally, a resolution was approved by both houses (SCR 41, Nejedly) requesting the Department of Public Health to study the mercury content of foodstuffs intended for human or animal consumption.

Disease. Two diseases receiving primary attention this year were German measles (rubella) and kidney disease (uremia).

SB 1318 (Burgener) passed, requiring every minor to be immunized against German measles on or before his eighth birthday. This bill exempts a child from immunization where parents state that it is against their beliefs, but the intention of the bill is total immunization. SB 432 (Petris and Sherman), passed as an urgency measure, appropriates $750,000 (amended down from $2.5 million) to the State Department of Health in an attempt to reach the four million children between the ages of one and twelve who have not been immunized against rubella. A bill by Senator Nicholas C. Petris (SB 237) requiring that school children be immunized against diphtheria, whooping cough and tetanus died in committee.

Two Vasconcellos bills, AB 2389 appropriating $350,000 to the State Department of Public Health to establish up to three home kidney dialysis training centers and AB 2390 appropriating $388,000 to the same department for establishment of four regional dialysis centers, passed with no opposition.

Medical Practice. Of ten medical malpractice bills introduced this session, five passed. SB 362 (Cologne) limits liability suits to four years after date of injury, or to one year after discovery of injury. AB 1711 (Townsend) removes liability from any rescue team, owners or operators of any authorized emergency vehicle "if good faith is exercised," and prescribes specific training for members of such teams. SB 1410 (Moscone) adds podiatrists and dentists to recent exemptions from liability in administering emergency hospital care if "reasonable care is exercised." The bill also includes serious injury and illness as qualifying for emergency service at any licensed hospital that operates a public emergency department, properly equipped and manned for emergency care. Two judicial measures, SB 333 (Cologne) and SB 129 (Song and Sherman) serve to make the use of arbitration in malpractice cases more acceptable and to clarify evidence of malpractice.

Another area of medical legislation (AB 2109, Duffy) was the development of a new category of health worker and physician's assistant to meet the rising need for more physicians by allowing a doctor to delegate a number of health care tasks.

Mentally Ill and Handicapped. A package of eight bills (AB 2402 – 2409, Lanterman and Duffy) to improve the delivery of services to mentally disordered children and the handicapped (p. 160) was passed. The changes will strengthen and integrate service programs at the community level.

Health Reorganization. The first exercise of reorganization authority by Governor Reagan to accomplish a major realignment of executive branch agencies was placed before the Legislature as Plan No. 2 of 1970. The plan, which was permitted to take effect, combines three existing departments (Mental Hygiene, Public Health, and Health Care Services) into a single Department of Health. The plan also incorporates substantial components of two other state departments (Rehabilitation and Social Welfare) and a number of related licensing boards.

The plan was generally hailed as an appropriate step with the exception of the transfer of 1100 employees from the Department of Social Welfare who provide social services for welfare recipients. A compromise, which delayed this transfer for one year, was incorporated into a bill (AB 2063, Cullen) and will, if signed by the Governor, supersede the provisions of Plan No. 1 which take effect upon adjournment of the Legislature.

LABOR

Industrial Welfare. Perhaps the key labor issue of 1970 was the status of women and minors, now under the protection of the State Industrial Welfare Commission (IWC). The success of legislation requiring equal treatment of women in the labor force (below) poses a threat to the entire concept of protective legislation. While the Legislature temporarily avoided the question, the likelihood that a federal constitutional amendment on the subject will be submitted for ratification in California next year may force a showdown. Organized labor, which traditionally argued that the IWC protects men in the labor market by protecting women from exploitation by employers, feels that the solution is to extend IWC protection to everybody (AB 2467, Sieroty). Others feel that equality makes IWC paternalism obsolete.

Employers supported a bill (AB 2337, Ketchum) to freeze the present IWC minimum wage and make it conform with the federal minimum. This proposal, like the perennial labor-backed measure (AB 775, Brown) to raise the minimum wage to $2.25 an hour and extend it to men, died in the Assembly. An Assembly Labor Relations Committee bill (AB 2282, Briggs) to streamline provisions relating to minors was killed by labor in Ways and Means;

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other proposals to improve job opportunities for minors with specified training by exampting them from the prohibitions against employment in "dangerous occupations" failed to clear committee.

Unemployment and Disability. The only major social insurance bill approved, (AB 739, Moorhead), implemented the federal-state unemployment insurance extended benefit program just authorized by Congress (HR 14705), and revised (but did not repeal) the existing state program. Extended benefit programs are designed to increase the permissible duration of jobless payment during periods of high unemployment, and the revisions in the state program would tie actual payment of benefits more closely to such periods. Legislation (AB 2335, Ketchum) to raise maximum weekly unemployment benefits from $65 to $80 was supported by employer groups even though it would have increased payroll taxes by $34.5 million; however, the bill also revised eligibility standards to require higher annual earnings as well as earnings in two calendar quarters. The Teamsters Union successfully argued that this would cut more than 40,000 seasonal workers off the program and was able to kill the bill in Assembly Ways and Means. The Senate Committee on Industrial Relations approved a package of disability insurance bills by Senator Marks (SB 364-370), sponsored by the State Federation of Labor, which would have cost employers nearly $200 million a year, but these subsequently died in Senate Finance.

HOWARD WAY

Major labor-management relations legislation failed to move. Despite the earnest efforts of organized labor, the anti-strikebreaker bill (AB 559) failed to get out of the Assembly Industrial Relations Committee, along with the employer's "companion" anti-professional picket bill (AB 755, Badham).

Either in spite of or because of mounting evidence of public employee militance, the Legislature also failed to make any substantial changes in present laws governing recognition of employee representatives and the method of negotiation.

Public Employees. Most state employees received a 5 percent pay increase in the new budget. However, the Legislature failed to include any of the "inequity pay" recommended by the State Personnel Board, and showed its displeasure with University of California and State College faculty by denying them any additional salary funds *On the other hand, a well-lobbied bill (AB 1333, Foran)* gave the California Highway Patrol an additional four percent increase on top of the budget grant.

Benefits for retired state employees also took a step upward. AB 3 (Barnes) increased the automatic annual adjustment from 1½ percent to 2 percent and eliminated the previous three year waiting period requirement. With the passage of an additional five percent one time only jump (SB 454, Lagomarsino), some retired employees could receive as much as 11 percent hikes. Two groups of state safety employees also received improved benefits. Department of Corrections and Youth Authority employees switched to the "law enforcement" formula (AB 245, Ketchum) and firefighters in the Department of Conservation received full retirement benefits at age 55 (AB 303, Barnes) with a companion bill (AB 301, Barnes) moving the maximum entering age to 31 to ensure a younger force.

Efforts by organized local police (PORAC) to improve their retirement program were unsuccessful. A bill mandating the CHP formula for local government (AB 125, Barnes) was opposed by the League of California Cities and dropped by the author, and similar legislation requiring the state to pick up the tabs died in Senate Finance. A compromise bill making the formula optional for local government and granting $10 million in state incentive funds (AB 1743, Z'berg) died in Assembly Ways and Means. Other bills on salary and overtime and collective bargaining for peace officers failed to pass.

Women. Legislation to promote women's employment opportunities fared very well, to the surprise of many people (p. 161). Assemblyman Warren's important AB 22, making the California Fair Employment Practices Act applicable to discrimination because of sex, was psssed. Of a ten-bill package concerning female faculty introduced by Senator Mervyn Dymally, three bills passed. SB 1203 requires the University of California Regents to review hiring practices and procedures for women and directs them to report their progress to the Legislature in January, 1971. A similar measure (SB 907) requires the state college trustees to review and correct all policies which detrimentally affect the hiring of female employees. A lesser measure, SJR 26, asks Congress to enact the Equal Rights Constitutional Amendment (SJR No. 61 of 91st Congress). A bill introduced by Assemblyman Briggs (AB 1176) deleting the restrictions on how much weight a woman may be required or permitted to lift or move died in the Assembly Labor Relations Committee.

In the area of child care, an omnibus child care bill (AB 750, Lewis) coordinating the administration and financing of pre-school and child care facilities passed, as did a measure (SB 79, Carrell) raising the family monthly income ceiling for admission of offspring to a children's center and requiring annual adjustment of this ceiling by the Legislature to reflect the cost of living.

TAXATION and the BUDGET

Tax Reform. When the Governor unveiled his tax program in February, he made it clear that his package included all significant tax legislation for the 1970 session and that he would veto any tax increase, proposed by members of either party, apart from his program. This obviously dampened the spirits of those who had tax legislation of their own to introduce.

When the Governor's program (AB 1000, AB 1001, Bagley) failed to pass in the Senate August 20th (pp. 222-223), the session ended with no significant accomplishments in this field. Several major proposals carried by Democrats, including SB 540 (Moscone) which was the principal Democratic alternative had been killed much earlier.

Sales and Use Taxes. Several lesser measures were passed, however, generally for the purpose of extending sales and use tax exemptions. AB 403 (Hayes) expands the existing exemption for medicines and medical devices. AB 1081 (Quimby) exempts from the state sales tax the sale of personal property which is shipped out-of-state. AB 853 (Burton) increases the cash value which may be claimed as homestead from $15,000 to $20,000.

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A more important measure, AB 908 (Bagley), stirred up a flurry of concern among the public and private utilities by threatening to impose a 14 percent tax on the power revenue of municipally-owned utilities (p. 201).

Sales tax levies on gasoline purchases (SB 482, Alquist, et. al.) and motor vehicle fuel (AB 35, Berryhill and Arklin), were also proposed. Alquist's bill would have deposited revenues collected in a State Transit and Environmental Trust Fund while AB 35, the "Alkyllead Compound Sales and Use Tax Law," allocated proceeds to the State School Fund. Both bills failed to pass their respective houses.

Budget. From late May through July 4th when it was finally adopted, review, amendment and final passage of the Budget Act for 1970-71 occupied the greater part of the Legislature's time (pp. 158-9, 184-5). Just as legislative subcommittee study of the Governor's budget was completed, the Governor announced that revenue estimates had been reduced, putting the budget out of balance. This forced the Assembly-Senate conference committee to undertake substantial rewriting of the bill, in addition to that required to produce an increase in school support as demanded by the Democrats.

The issue of school financing was not resolved, however, and Senate Democrats held up passage of the $6.6 billion budget bill for four days into the new fiscal year as they bargained for additional school funds. Although they finally capitulated, it was evident that the Governor could count on even more determined opposition when his tax program reached the Senate floor.

SUMMARY OF 1970-71 BUDGET AMENDMENTS (Millions)

	General Fund	*Special Fund*	*Bond Funds*	*Totals*
State Operations				
Governor's Budget	$1,432	$389	$ *	$1,821
Amendments	-42	-1	*	-43
	$1,390	$388	$ *	$1,778
Local Assistance				
Governor's Budget	$3,317	$660	$ *	$3,977
Amendments	+157	*	+5	+162
	$3,474	$660	$ 5	$4,139
Capital Outlay				
Governor's Budget	$ 48	$307	$327	$ 682
Amendments	-42	-15	+51	-6
	$ 6	$292	$378	$ 676
Totals				
Governor's Budget	$4,797	$1,356	$327	$6,480
Amendments	+73	-16	+55	+112
	$4,870	$1,340	$382	$6,592

*Less than $1 million

TRANSPORTATION

Rapid Transit. One of the session's major concerns related to the diversion of gas tax revenue from highway construction to rapid transit and smog research applications. SCA 18 (Mills), which gained a position on the November ballot, requires a majority vote of the people in the area where transit systems are to be built before up to 25 percent of the locally generated gas tax funds can be used for transit system construction. ACA 38 by Assemblyman John Foran and SCA 5 by Senator Milton Marks, alternate approaches, were shelved at the end of the session. SB 482 (Alquist) imposing a sales tax on gasoline for the purpose of transit development and smog research failed to pass, as did a measure by Senator Nicholas Petris which would have diverted one cent from the gas tax to rapid transit.

Gas Tax Allocation. Senator Mills broke a long legislative stalemate with SB 85. The measure was amended late in the session to allow the Southern California counties to use 60 percent of available highway funds rather than the current 55 percent. The traditional source of North-South wrangling was overcome by getting the bill through northern-dominated committees as a measure which would merely make the allocation formula a matter for the discretion of the Highway Commission. Similar bills (SB 38, Walsh and AB 27, Barnes) failed to pass.

Administration and Planning. Assemblyman Foran again introduced a measure to consolidate and reduce the tangled mass of special transportation funds, making available approximately $28 million in new highway revenue by shortening the accounting pipeline. The bill, AB 586, failed to clear the Ways and Means Committee. However, he was successful in obtaining passage of AB 326, a measure which creates an Office of Transportation Planning and Research in the state's Business and Transportation Agency. Foran and other Bay Area legislators were also successful in establishing a Bay Area Metropolitan Transportation Commission which is to design a regional transportation plan and determine transit revenue sources for the nine county area.

Senator Tom Carrell of Los Angeles won approval of two transit planning bills. His SB 82 requires the Department of Public Works to construct a transit route from Los Angeles' proposed Palmdale Airport to the existing Los Angeles International Airport on Century Boulevard. In SB 341 he won approval of the concept of exclusive use of freeway lanes for mass transit purposes under a Division of Highways program.

Highways. For the first time in years the Legislature deleted planned freeways from the state system under pressure from local environmentalists. Key sections of the Pacific Coast freeway, the Whitnall-Malibu freeway and the Beverly Hills freeway were removed from the Los Angeles system in the omnibus route bill (AB 508, Foran). The Bay Front freeway running from San Francisco to San Jose along the San Mateo coast was also postponed. Assemblyman Paul Priolo of Santa Monica, Carl Britschgi of Redwood City and Senator Anthony Beilenson of Beverly Hills led the fights for their respective areas.

Bills to phase out billboards on designated scenic highways (AB 1252, Milias) and to substitute discrete highway information panels (AB 481, Schabarum) for neighboring high rise signs, both died in Senate committee. A comprehensive state anti-litter law (SB 902, McCarthy) was adopted and applied universally.

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URBAN AFFAIRS

Local Government. Legislation to permit residents of proposed model cities areas to vote on participation in a Model Cities Program (SB 1096, Bradley), was killed in committee. Also defeated was a measure (AB 2294, Wilson) to provide state support to the 11 California cities involved in the federal Model Cities Program and the appointment of a statewide coordinator.

A constitutional amendment (SCA 19, Marks) delegating general law counties the power to set county supervisors' salaries will be on the November ballot. Another measure passed (AB 316, Chappie), changes the election vote requirement for the formation of new counties to 50 percent of the affected areas.

Authorization for the creation of a standing housing and development agency in each community or the merger of a housing authority and a redevelopment agency (AB 603, Wilson) died on the Senate floor.

A bill originally introduced to confirm by statute the State Supreme Court decison striking down the 2/3 vote requirement in bond elections failed. In its final form, the measure (AB 2182, Knox) provided that prior to the issuance of revenue bonds for a project, except those involving public health or safety, joint powers agencies must have the approval of the voters.

AB 277 (Brown) eliminating the population requirement for cities and counties acquiring property by eminent domain and paying relocation assistance, was sent to the Governor.

Tenant Bills. There were two major proposals in the area of tenant-landlord relations. The Tenants' Rights Act comprising SB 1149-1155 (Petris), whose intent was to make landlords more responsible to tenants for the maintenance of premises by enumerating a "Tenant's Bill of Rights", was defeated.

An omnibus tenant-landlord bill (AB 2033, Wilson) was passed. It specifies violations by landlords for which tenants may withhold rent, permitting the withholding of rent only once in any 12-month period and only if tenant is not guilty of violating occupancy regulations.

Assemblymen Brown, Burton, Hayes, Ralph, and Senator Beilenson also sponsored legislation dealing with tenants' rights in property seizure and unlawful detainer actions, landlord obligations, small claims courts, and evictions. One of the three successful bills (AB 1187, Hayes) prevents a landlord from obtaining a writ of immediate possession because the tenant is insolvent.

Housing. To restore the flow of federal low-rent housing money to California, emergency legislation (AB 1654, Wilson) was signed by the Governor to raise the maximum interest rate on local housing bonds from 6 to 7 percent. Other housing finance legislation — AB 852 (Burton) which would have provided $30 million in state funds to city and county housing authorities for low-rent housing programs and AB 879 (Warren) which would have established a Home Purchase Fund for loans to low and moderate income families — was unsuccessful.

A proposed constitutional amendment (ACA 62, Hom), the Elderly Persons Housing Bond Act, to provide $250 million for housing for the low-income elderly was defeated.

A measure to increase the terms of real estate loans from 25 to 30 years (AB 2425, Wilson) passed.

MISCELLANEOUS

Military Service. Two anti-military service bills, AB 1674 (Vasconcellos) and AB 1460 (B. Greene), which would have prohibited California residents from serving in undeclared wars, were killed in committee (p. 191).

Conflict of Interest. The conflict of interest issue remained mostly unresolved as the 1970 regular session drew to a close.

Waning legislative interest in Assembly Speaker Monagan's omnibus conflict of interest bill (AB 430) caused Monagan to abandon attempts to revive the measure which had languished in a Senate committee since the California Supreme Court's decision in *City of Carmel-By-The-Sea* v. *Young* (p. 84). That decision invalidated much of the 1969 Unruh financial disclosure law and raised serious constitutional questions concerning public disclosure statutes.

In an attempt to salvage something, Monagan then proposed an 11-member Commission on Governmental Ethics (AB 446) designed to "study problems and recommend legislation relating to ethics and conflicts of interest in government." Although the Assembly passed the measure on a 62-8 vote, the Senate Governmental Organization Committee killed the proposal on August 13. The Senate committee's vote was said to be due, in part, to the Assembly Governmental Organization Committee's earlier action to take Senator Wedworth's ethics bill (SB 1102) under submission. The bill would have abolished the Joint Legislative Ethics Committee and established separate ethics committees in each house of the Legislature.

The only substantial ethics legislation to become law was Senator Danielson's bill (SB 918) which permits a constructive trust to be imposed on profits made by a public official on the basis of "inside information".

Legislative Reorganization. Expressing strong dissatisfaction with the way the Legislature is able to do its business under the system of annual sessions adopted by the voters in 1966, Assembly Speaker Bob Monagan authored a constitutional amendment (ACA 2) to place before the voters a proposal to permit two-year sessions. The proposal also would have changed the terms of legislators to start one month earlier, on the first Monday of December rather than January.

After easy passage (59-5) in the Assembly, the measure was stopped in Senate Rules and referred to interim study. Following the Senate action, Monagan expressed doubt that it would be possible for the Legislature to agree on the plan next year because both houses would be embroiled in the politics of reapportioning legislative districts.

Veterans Affairs. The Legislature passed AB 2150 (Lewis) creating an Extraordinary Commission on the Vietnam Veteran to help solve the problems of readjustment faced by returning servicemen. With the assistance of private business, the commission will formulate programs of education, vocational training, rehabilitation, counseling, and economic reorientation.

Also approved by the Legislature was the Veterans Revenue Debenture Act of 1970 (AB 1826, Mobley) appropriating $50 million to finance the Cal-Vet loan program for returning Vietnam veterans. Loans will be made at the interest rate of 4½ percent. Still another measure (AB 289, Harvey Johnson), signed by the Governor, extends the deadline for applying for a loan from 15 to 20 years from the date of discharge.

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CALIFORNIA CALENDAR

Sept. 10	Deadline for registration for November election.
Sept. 10-11	**State Board of Education.** Auditorium, Resources Bldg., 1416 Ninth St., Sacramento. 9:00 a.m.
	Coordinating Council for Higher Education. Host of Sacramento Hotel, Sacramento Metropolitan Airport. 9:00 a.m.
Sept. 1[illegible]	**California Water Commission.** Auditorium, Dept. of Employment Bldg., 801 Capitol Mall, Sacramento. 9:00 a.m.
	State Board of Corrections. Rm. 290, State Office Bldg. 1, 915 Capitol Mall, Sacramento. 9:00 a.m.
Sept. 16-17	**California Community Colleges Board of Governors.** Garden Room, Airport Marina Hotel, Los Angeles. 9:00 a.m.
Sept. 17	**Commission of Housing and Community Development.** Rm. 3344, 1121 O St., Sacramento. 1:30 p.m.
Sept. 17-18	**University of California Board of Regents.** University Extension Center, San Francisco.
Sept. 18	**Park and Recreation Commission.** City Council Chambers, 6th and K Sts., Eureka. 9:00 a.m.
Sept. 22	**State Board of Forestry.** Auditorium, Resources Bldg., 1416 Ninth St., Sacramento. 9:00 a.m.
Sept. 22-23	**California State Colleges Board of Trustees.** Third floor auditorium, Office of the Chancellor, 5670 Wilshire Blvd., Los Angeles. 10:00 a.m.
Sept. 25	**State Department of Social Welfare.** Public Hearing. Human Resources Development auditorium, 722 Capitol Mall, Sacramento. 10:00 a.m.
Sept. 28	**State Public Works Board.** Rm. 6028, State Capitol, Sacramento. 2:00 p.m.
October 1	**San Francisco Bay Conservation and Development Commission.** Rm. 1194, State Bldg., 455 Golden Gate Ave., San Francisco. 2:00 p.m.
	State Water Resources Control Board. Auditorium, Resources Bldg., 1416 Ninth St., Sacramento. 10:00 a.m.

According to the late President John F. Kennedy, Thomas Jefferson objected to George Washington because the Constitutional Convention had agreed to the founding of the Senate. He said, "Why is the Senate necessary?" And Washington said, "Why do I pour my coffee in a cup? To cool it. So we need the Senate."

PEOPLE IN THE NEWS

APPOINTED

Herbert L. Ashby, 40, to the California Council on Criminal Justice, by Governor Reagan. Ashby formerly served as Assistant Secretary of the Human Relations Agency and Assistant District Attorney of Ventura County.

Frank M. Booth, Jr., 52, president of his own Marysville heating and air conditioning firm, to the Advisory Committee on Factory-built Housing, by Governor Reagan.

Dr. Saleem Farag, 41, acting chief health planner, as Director of the State Office of Comprehensive Health Planning, by Dr. Louis F. Saylor, State Public Health Director.

Earl W. Jones, 49, Executive Vice President of San Francisco State College, as Acting President of Sonoma State College, by Chancellor Glenn S. Dumke of the California State Colleges.

Wilbur L. "Bill" Parker, 55, as Assistant Director of the Social and Rehabilitation Service in the US Department of Health, Education and Welfare. He formerly served as Chief of Research and Statistics in the Department of Social Welfare.

J. Bryan Sullivan, Jr., 47, State Director of Commerce, as Chairman of the newly formed Advisory Committee on Shipbuilding, the purpose of which will be to bring more contracts and jobs in this industry to California, by Governor Reagan.

Kay Valory, 51, to the State Alcoholic Beverage Control Appeals Board, by Governor Reagan. Mrs. Valory, a Reagan campaign supporter, previously served as the State's Consumer Counsel, a position recently abolished for lack of a budget appropriation.

RESIGNED

Dr. Robert E. Hill, 44, as President of Chico State College, effective September 1st, to become Executive Assistant to W. Clement Stone, Chairman of the Board of Combined Insurance Companies of America. Dr. Hill was appointed president of the college in 1966.

William L. McCoy, 50, as chief legislative advocate for the City of Los Angeles, effective September 1st. Controversy over control of the city's lobbying operation in Sacramento allegedly led to McCoy's resignation from his $29,500-a-year post.

RETIRED

Francis H. Raymond, 63, as State Forester after 39 years of service with the Division of Forestry in the Department of Conservation. He had directed some 4,000 employees in forest protection programs involving 38 million acres of California wildlands.

DIED

Edgar W. Heistand, 81, former Republican congressman and the first member of the John Birch Society to serve in Congress. Having served for ten years in California's old 21st District, comprising portions of Los Angeles, Pasadena, and the Antelope Valley, Heistand was a vigorous opponent of Communism, labor unions, expanding federal control, and foreign aid.

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(assessed valuation) per pupil, the less the state is obligated to pay. This is what has been happening recently as enrollment growth has subsided and the effect on state support has been only partially offset by increased state spending for "categorical" aid outside the foundation program (Miller-Unruh Reading Program, Compensatory Education, etc.).

School District General Fund Income By Source

Year	*Local*	*State*	*Federal*	*Other*
1963-64	57.8%	38.4%	2.6%	1.2%
1964-65	57.1	38.7	2.8	1.4
1965-66	56.3	38.5	3.7	1.5
1966-67	57.0	34.9	6.5	1.6
1967-68	55.5	36.5	6.2	1.8

Source: Department of Education

The relative decline in the share of state support for the public schools over the past five years has been offset in large part by an increase in federal funds. Federal support for school district general fund costs was only $58 million in 1963-64 but quickly rose to $227 million by 1967-68. President Nixon's budget for 1970-71 provided approximately $283 million for California public schools; however, the legislation recently enacted by Congress over the President's veto is expected to provide $315 million for this state. These funds, together with the additional $102 million provided by the Legislature, will temporarily ease the most serious problems of the larger districts, but they will not relieve, in any fundamental way, the growing financial pressure on the school districts.

The causes of this pressure are several: a recent history of unprecedented attendance growth, regular faculty and staff salary increases, demands for specialized programs for all kinds of students—the physically handicapped, the emotionally handicapped, the gifted, and the disadvantaged or deprived— and steadily increasing administrative costs.

Until very recently, continuing rapid enrollment growth ate up any potential revenue gains from increases in property values. As late as 1964-65 the statewide assessed valuation per pupil actually declined. Now, however, enrollment is believed to be reaching a plateau at which annual growth will be less than one percent. Although higher cost high school enrollment taken by itself is expected to continue to rise by two to three percent per year, this is undoubtedly the one favorable element in the school finance picture.

Projected Public School Attendance (ADA), 1970-1975

Year	*Elementary ADA*	*High School ADA*	*Total ADA*	*Percentage of Change from Previous Year*
1970-71	3,331,000	1,402,000	4,733,000	1.4
1971-72	3,328,000	1,448,000	4,776,000	0.9
1972-73	3,323,000	1.482,000	4,805,000	0.6
1973-74	3,315,000	1,517,000	4,832,000	0.6
1974-75	3,303,000	1,547,000	4,850,000	0.4

Source: Department of Education

When the growth in taxable wealth behind each pupil was being absorbed by enrollment growth, the current expense of education per pupil continued to rise at a rate of three percent to six percent per year, forcing corresponding increases in the school tax rates. Now when enrollment growth has begun to subside, current expense per pupil is increasing at a rate of six percent to nine percent per year, absorbing the growth in assessed valuation per pupil and continuing the upward pressure on school tax rates.

Current Expense of Education Per Unit of Attendance, All Districts

Year	*Amount*	*Percent Increase*
1957-58	$373	—
1958-59	387	3.7
1959-60	409	5.8
1960-61	427	4.4
1961-62	441	3.3
1962-63	455	3.0
1963-64	472	3.8
1964-65	502	6.3
1965-66	539	7.9
1966-67	586	8.6
1967-68	630	7.4

Source: Department of Education

Although the general upward trend in prices has had an important influence on these costs, it has been the upward rise in salary levels which has been the principal factor. Salaries of all types account for approximately 84 percent of all district costs.

Taxpayer Resistance

Local taxpayer resistance to additional increases in property tax rates has hit most of the large districts up and down the state. Sacramento, Long Beach, Oakland, San Jose, and Torrance are among the larger districts which have been forced to cut class schedules, enlarge classes, forego important program improvements, and otherwise economize to a degree which district officials believe will have a detrimental effect on their educational programs. The hardest hit, however, is the Los Angeles City Unified District, a massive assemblage of 654,000 elementary and high school students, 25,400 teachers, and 580 schools. In March of this year Los Angeles voters rejected a school tax override for the fifth time since 1957, confronting the district with a deficit of $41 million in its budget for 1970-71.

An ensuing teachers' strike *(California Journal,* May 1970, page 127) focused attention upon, but did not help, the district's growing financial problems. Although the district may gain funds from increased state and federal subventions sufficient to cover half the deficit, it is evident that the Los Angeles schools with be faced with serious

(Continued on page 238)

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LETTER FROM WASHINGTON

The Summer Riptides

Nags Head, N.C., August 20, 1970

Riptides pulled two persons to their deaths off the Atlantic Coast last week and left hundreds of others struggling for safety. It is vacation time here on the East Coast, where winters are severe and people take their summer vacations seriously. It is vacation time, with all of its hazards, particularly in Washington, where the House of Representatives has embarked upon the formal late-summer recess that the leadership has in recent years extended to the younger members with all the grace of a kennelmaster flinging his least favorite dog a bone. What many of those younger members want most of all, even more than a recess, is some of the prerogatives and opportunities that would be extended to them by the pending Legislative Reorganization Act that received an unneeded vacation of its own when the House quit. But of that, more later.

Political riptides, no less than natural ones, often leave their victims floundering beyond their depths and, if they are most fortunate, stranded on some unlikely shore. In such circumstances, they invoke unlikely aid. Thus it is that Democratic arch-dove Rep. Allard K. Lowenstein finds himself clinging to his New York congressional seat by invoking such Republicans as California's Rep. Pete McCloskey.

"Al Lowenstein's leadership in convincing student demonstrators across the nation to forego violence and law-breaking has been one of the greatest contributions to national welfare by any member of Congress in 1970," McCloskey says in a statement reprinted by Lowenstein in his campaign brochure. The statement provoked a hostile reaction from the old Democratic leadership, a frequent target for Lowenstein criticisms, and from Republican leaders outraged by a violation of partisan customs in an election year.

It is not the first time that McCloskey has paid insufficient homage to the doctrines of partisanship, which in Congress brings committee control and is therefore sacred and fundamental. Barring an act of God or a Republican landslide of truly titanic proportions, one of these committee chairmen next year will be another Californian, Rep. Chet Holifield. Holifield has in point of fact been running the House Government Operations Committee for several years because of the age and incapacity of the actual chairman, fellow Democratic Rep. William L. Dawson of Illinois. Dawson did not stand for re-election this year, and Holifield is scheduled to take over this important committee next January.

One of Holifield's subcommittees will be the House Conservation and Natural Resources Subcommittee headed by the able conservationist, Rep. Henry Reuss, Democrat from Wisconsin. This is the subcommittee that has been investigating the pollution of San Francisco Bay and that found what its seven members, not to mention the U.S. Geological Survey, regarded as incontrovertible evidence that the Peripheral Canal will adversely affect efforts to control bay salinity. Holifield, however, sees the canal dispute in terms of the old north-south water fight that politically divided California a decade ago. Accordingly, he applied subtle pressures to keep the Reuss subcommittee from issuing the report in the original version which contained a McCloskey-authored chapter stating the subcommittee's findings about the canal.

The McCloskey section on the Peripheral Canal ultimately appeared in the Reuss report as "supplemental views" signed by the subcommittee's three Republican members. The absence of any direct fight by McCloskey, who enters readily into combat, was more a reflection of McCloskey's appreciation for Reuss' role as subcommittee chairman than a fear of Holifield. At the closed meeting where the report was finally decided upon, Holifield suggested that Reuss investigate pollution in Lake Michigan or some other place far away from California, and the Wisconsin Democrat quietly replied: "I get your message, Mr. Chairman."

It is too bad, really. Holifield is the grand old man of the California delegation, a longtime civil libertarian whose even-handed chairmanship of committee hearings is a model of congressional procedure. He is one of the few Californians who has lasted long enough within the confines of the seniority system to become truly influential in the House. But he regards the entire Peripheral Canal issue simply as an old-fashioned case of power politics, and says "the canal has nothing to do with San Francisco Bay."

"It would be embarrassing to all congressmen south of the Tehachapis to have that report come out the way McCloskey wanted it," says Holifield. "Water is more important than partisan politics, and there are 16 out of 20 million Californians south of the Delta." It is a practical argument that Holifield makes, a practical argument that is blind to the coming destruction of the Delta and of San Francisco Bay and against which the scientific offerings of the conservationists possess little force.

Practical politics also appeared for a time to be winning the day for the Legislative Reorganization Act, particularly after amendments draped it in the politically comfortable clothes of House reform. But here the realities are less certain. The measure is largely the handiwork of Democratic Rep. B.F. Sisk of Fresno, another grand old Californian who is rarely appreciated except by the big growers and the voters of his home district. However, the "conservative" Sisk proved in some ways more attuned to the temper of his times than the "liberal" Holifield. He brought the Legislative Reorganization Act to the floor under a rule that permits unrestricted debate, and the measure has been both deepened and widened there, notably through an amendment that almost eliminates anonymous voting.

For a few days Sisk basked in the praise both of the reformers and the House leadership. But as time passed the leadership's publicized enthusiasm for the bill revealed itself unmatched by the leadership's willingness to schedule the bill for debate. In a rare public criticism of the men with whom he is most closely associated, Sisk called the delay "galling" and warned that the bill might die if it didn't get out of the House before the recess.

The leadership instead scheduled it for debate in mid-September, and House reform will now have to struggle through the political riptides of the pre-election season in order to reach the dubious safety of the Senate.

Lou Cannon

Lou Cannon

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TAX PROGRAM *(Continued from page 222)*

On this point he was very close to agreement with many of his Democratic colleagues of a generally more liberal persuasion.

Educator Opposition

Among the interest groups which strongly opposed the package, the "education lobby" was the most in evidence. Public school representatives opposed the program on two major grounds: first, because it would have diverted to "property tax relief" state funds which they believe the schools must have and, second, because it attempted to establish strict limitations on the future level of expenditures for each school district. The purpose of the expenditure limitation was to prevent the property tax relief provided by state appropriations from being eroded by subsequent increases in local tax rates. Similar but weaker restrictions were to be applied to county expenditures. School officials charged that the school expenditure limitations, even after being considerably watered down from the original proposal, would have locked urban schools into a totally inadequate level of spending for the future.

At one time even the State Board of Education, which has been considered to be dominated by Reagan's allies, and an ad hoc statewide committee of education, labor, business, and taxpayer representatives indicated that they could not support the program unless the school district expenditure ceiling was removed.

Amendments

Although the two tax measures were amended many times following their introduction, the amendments did not have a major impact on estimated revenues or expenditures. The proposed statewide property tax for public school support which had no significant statewide revenue impact was dropped very early. The oil depletion allowance change was considerably softened before the bills left the Assembly, as were the expenditure controls for cities, counties and school districts. In the Senate the business inventory tax exemption was slightly reduced and an expansion of the senior citizens property tax exemption was added to the program. Other adjustments were made in welfare cost sharing, state reimbursements to counties under the Williamson Land Conservation Act, and the remaining school and county expenditure controls.

The important fact, however, was that none of these amendments significantly altered either the basic approach of the program or the provisions regarding property tax reductions; nor did they remove entirely the complex school expenditure restrictions.

Governor Reagan in a late-night press conference following defeat of AB 1001 said the defeat was a "staggering setback" to the people of California. "Tonight the hopes of millions of Californians for tax relief were dashed by the irresponsible actions of a small minority of 13 senators who chose to put face-saving considerations—for personal partisan political reasons—ahead of the interests of the people," he said. "As Governor, I would be derelict in my duty if I failed to serve notice on California homeowners that during the months ahead their property tax bills will continue to mount higher and higher," Reagan said.

Thus, property tax "relief", state income tax withholding and a number of lesser tax changes are dead issues for the time. Although the Governor could call a special session for reconsideration of his program this fall, it is extremely unlikely that he would do so without firm assurance of having all the necessary votes. Instead both parties will now attempt to determine how they can best employ tax issues to their advantage for the November election.

SCHOOLS *(Continued from page 236)*

financial problems for the foreseeable future, and it is apparent that the district does not have the confidence of the district voters to a degree sufficient for it to expect to obtain substantial additional funds from local sources.

Outlook is Dim

For several years public confidence in the public school system has been at a low ebb. This lack of confidence stems from many factors—a feeling that the schools are not responding to the needs of talented students, evidence that they may actually be damaging students from low-income and ethnic minority backgrounds, a belief that the schools are not making effective use of the funds provided them, and a conviction that the large urban school districts are not responsive to important community needs.

All of these beliefs and attitudes are mirrored in the beliefs and attitudes of the administration and the Legislature in Sacramento. Many legislators who are sensitive to the demands of parents, school teachers, and administrators for increased state financial support are also sensitive to the shortcomings of California's public schools. As a result, they have little confidence that increased financial support will produce more effective schools. They are more inclined to believe that any additional aid will be wasted.

It is this attitude which school officials must somehow overcome if they are to gain the higher levels of state funding which they seek.

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Selected State Government Reports

BUDGET

List of Changes to the Governor's Budget. Department of Finance, Budget Division. July 1970, 75 pages. Final report on the 1970-71 budget.

Summary of Legislative Action on the Budget Bill: 1970 Regular Session. Office of the Legislative Analyst. July 1970, 47 pages.

The Budget Data System: Final Report. Department of Finance. 1970, 103 pages. Information storage and retrieval systems.

CRIME AND PENOLOGY

Black Caucus Report: Treatment of Prisoners at California Training Facility at Soledad Central. California Legislature. July 1970, 16 pages + appendices. Reviews conditions at Soledad facility and offers recommendations.

Progress Report on the Action Program of the California Council on Criminal Justice. 1108 14th St., Sacramento 95814. July 1970, 55 pages. Reports on administration of federal anti-crime program funded under Omnibus Crime Control and Safe Streets Act.

A Study of California County Jails. Board of Corrections, 915 Capitol Mall, Sacramento 95814. 1970, 210 pages.

Creativity in Law Enforcement; The Covina Field Experiment, by Fred R. Ferguson. Institute of Public and Urban Affairs, San Diego State College, San Diego. May 1970, 15 pages.

Superior Court Probation and/or Jail Sample; One Year Follow-Up for Selected Counties. Bureau of Criminal Statistics, Dept. of Justice, P.O. Box 1583, Sacramento 95807.

Annual 1969 Statistical Report of the State of California Department of the Youth Authority. 714 P St., Sacramento 95814. 1969, 34 pages. Statistical study of commitments, parolees, and long-term trends.

EDUCATION

Report of Campus Disturbance of May 19-22, 1970. Assembly Committee on Education. July 1970, 29 pages. Staff report on events leading to student unrest at Fresno State College.

Five Years Later, A Follow-Up to the California State Colleges 1963 Admissions Study—Phase II. Monograph No. 3. Trustees of the California State Colleges, Div. of Institutional Research, 5670 Wilshire Blvd., Los Angeles 90036. 1970, 123 pages.

History of Title I, ESEA. Reprinted by the Calif. State Dept. of Education by permission of the U.S. Dept. of Health, Education and Welfare, Office of Education. 1970, 24 pages. A study of socially handicapped children.

ENVIRONMENT

Bulletin No. 132-70: The California State Water Project in 1970. California Department of Water Resources, Resources Bldg., 1416 Ninth St., Sacramento 95814. July 1970, 250 pages. Eighth annual report on project.

California Policy for Recreation. Department of Parks and Recreation, Resources Bldg., 1416 Ninth St., Sacramento 95814. 1970, 16 pages.

Time is Running Out—The Environmental Crisis: A Call to Action. Governor's Conference on California's Changing Environment. November 1969, 45 pages. Proceedings from November 1969 conference.

GOVERNMENT

Governor's Reorganization Plans No.'s 1 and 2 of 1970. Report by Assembly Committee on Governmental Organization. Assembly Journal, August 6, 1970, pages 6940-6962.

A Final Report of the California State Assembly Statewide Information Policy Committee. Assembly, California Legislature. March 1970, 152 pages. Studies problem of preserving personal privacy in a computer age.

Manual of Legislative Procedure for Legislative and Other Governmental Bodies, by Paul Mason. Write Documents and Publications, P.O. Box 20191, Sacramento 95820 ($4).

California's Legislature, by James D. Driscoll. Assembly, California Legislature, 1970, 184 pages. (50¢ + tax) A reference work on the legislative branch.

HEALTH

Directory of State and Local Resources for the Mentally Retarded. U.S. Dept. of Health, Education and Welfare, Washington, D.C. 20201. 1969, 121 pages.

California's One System, Ten Services, Department of Mental Hygiene, 744 P St., Sacramento 95814. v. 1, no. 1. May 1970. A journal on treatment and care of mentally disordered.

VOTING AND ELECTIONS

Minimum Voting Age/Age of Majority, 1969 Interim Committee Report. Assembly Interim Committee on Elections and Constitutional Amendments. 1970, 48 pages.

Report of the Assembly Committee on Elections and Constitutional Amendments. March 1970, 41 pages. A four part report relating to Elections Code Revision, Constitutional Revision, Legislative Organization and Budget Procedure and Reapportionment.

WELFARE

Second Annual Report to the Legislature on the Aid for the Adoption of Children Program. State Department of Social Welfare, 744 P St., Sacramento 95814. July 1970.

MISCELLANEOUS

People-Moving in California. A Report to the California State Senate Transportation Committee by the Subcommittee on Rapid Transit. 1970, 40 pages. Discusses specific approaches to inter- and intra-city rapid transit and suggests legislative alternatives.

Local Planning: Responsibilities and Relationships. American Institute of Planners, Calif. Chapter, 559 Pacific Avenue, San Francisco 94133. June 1970, 10 pages.

Operation Breakthrough: Mass Produced and Industrialized Housing — A Bibliography. U.S. Dept. of Housing and Urban Development. Govt. Print. Off., Washington, D.C. 20402. 1970, 72 pages.

Report on Implementation of the Replacement Housing Program. Dept. of Public Works, Division of Highways, 1120 N St., Sacramento 95814.

Legal Aspects of Atomic Power Plant Development, by Mary Lilla Browne, Law Librarian, Resources Agency Library, Department of Water Resources, 1416 Ninth St., Sacramento 95814. July 1970, 15 pages. A selective bibliography.

NOTE: Unless otherwise indicated, reports may be obtained by writing the committee or agency, c/o State Capitol, Sacramento, Calif. 95814.

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KEY LEGISLATIVE VOTES

SENATE

76—SB 242 (Harmer) establishes a Commission on Large School District Reorganization. At the time of the August 4th vote, the measure provided for 12 administrative and semi-autonomous school districts each with a nine member board of trustees. Passed 21-7.

77—ACA 47 (Biddle) would have allowed the Legislature to appropriate funds for nonprofit institutions of higher education provided their services and facilities "serve a public nonsectarian educational purpose." Failed to gain necessary two-thirds support, 18-11.

78—SCA 31 (Rodda) intended to revise Article II of the Constitution concerning suffrage according to proposals of the Constitutional Revision Commission by removing obsolete provisions. Defeated 14-16.

79, 80—ACA 40 (Briggs) would have changed the age of majority to 18 for all purposes except consumption of alcoholic beverages (*California Journal*, July 1970, page 189). Defeated on August 6th, 23-8 (vote 79) but granted reconsideration. Final defeat came on August 20, 22-8 (vote 80).

81, 82—AB 522 (Badham) authorizes the Department of Motor Vehicles to issue personalized license plates for a special fee. All revenue derived from the fee will go to the California Environmental Protection Program Fund. Although the bill passed 27-4 (vote 81), an urgency clause was refused adoption, 23-6 (vote 82). Final approval of the clause came unanimously on August 18th.

83—SB 379 (Dymally) allows for a waiver of Education Code provisions for any compensatory education program for low-income children. Provisions to establish a Mini-Teacher program whereby low-income students could be employed to assist were deleted. Passed 25-2.

84—SB 907 (Dymally) requires the Trustees of the California State Colleges to eliminate all policies which unreasonably affect hiring female employees. Passed 27-3.

85—SB 1072 (Dymally) sought to insure that textbooks for high schools and elementary schools would include "accurate portrayals of both men and women in all types of roles." Passed 25-4.

86—SB 633 (Bradley) provides that an academic employee of a state college is automatically considered to have resigned when absent without leave for five days. Passed 21-5.

87—SB 1364 (Bradley) prohibits a public agency from paying compensation to a teacher or professor at the state college or community college level for the time during which such an employee was on strike against the public agency. Passed 22-8.

88—SB 1403 (Way) permits the Department of Social Welfare to contract with the Office of Administrative Procedure to conduct hearings in cases involving complicated issues of fact or law. Passed 21-12.

89—Reorganization Plan No. 1 of the Governor will consolidate existing health agencies into a Department of Health in the Human Relations Agency. Twenty-one thousand employees and $1.7 billion are affected. Senator Song's attempt to assign the Plan to further study, which would defeat the proposal, lacked majority support, 18-11.

90, 91—SJR 5 (Harmer) requests Congress to propose an amendment to the US Constitution prohibiting the government from engaging in business in competition with its citizens. Defeated 15-14 (vote 90) but granted reconsideration on the last day, and defeated again, 18-6 (vote 91).

92—SB 189 (Beilenson) requires that retailers display prices and the price per measure of edible commodities. This unit pricing bill was defeated 13-18.

93—SB 541 (Beilenson) authorizes the State Department of Public Health to coordinate family planning services on a statewide basis in order to qualify California for forthcoming federal funds. Passed 21-6.

94, 95—SB 836 (Beilenson) adds three public members to the Funeral Directors and Embalmers Board and the Cemetery Board. The bill also requires that funeral directors list the prices of the entire range of distinct services and file them with the Board. The two boards opposed the bill while many church pastors supported the legislation. First defeated 17-9 (vote 94), and after reconsideration again turned down 19-14 (vote 95).

96—AB 551 (Wakefield) prohibits the governing board of a school district from requiring any student to be transported for any purpose, without the written permission of the parent or guardian. Passed 21-12.

97—SCR 91 (Alquist) requests the State Lands Commission to insure that Russian River dredging operations are meeting the lease's conditions and to take appropriate action based upon the findings. Defeated 15-9.

98—AB 304 (Barnes) permits a change in the name of selected State Colleges to the California State University. Defeated 13-18 (vote 98).
competition rather than supplementing the University of California's program. Defeated 99-99, (vote 98) and after reconsideration 88-88, (vote 99).

Y — Yes
N — No
* — Not voting

99—AB 1231 (Sieroty) prohibits any public entity or utility from acquiring public park property for nonpark purposes unless the acquiring entity provides compensation or land for replacement of the park. Passed 26-7.

100—AB 58 (Chappie) expresses legislative intent that categories of students be established and designated relative priorities for new admissions and transfers to state colleges. Highest priority within each category goes to recent veterans. Passed 22-6.

101—AB 816 (Biddle) includes killing of a fetus under definition of murder. Does not apply, however, to legal abortions. Passed 23-2.

102—AB 22 (Warren) prohibits discrimination on account of sex in employment. Laws concerning wages, hours and conditions of employment are not affected. Passed 25-6.

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103—AB 1225 (Brathwaite) increases from $125 to $200, exclusive of fees and interest, the minimum debt before an attachment may be issued. Passed 23-4.

104, 105—AB 1360 (Duffy) attempts to align California with federal welfare regulations. Controls are also placed on recipients requiring job training for parents, restraints against fraud, as well as increasing recipient's purchasing power by 35% to re-attain the 1957 level. Passed 21-9 on August 20 (vote 104). The Senate turned down a conference report on the last day of the session, 17-12 (vote 105).

106—AB 497 (Hayes) creates an office of State Public Defender. Defeated 16-11.

107—AB 1383 (McCarthy) requires the Division of Industrial Safety to investigate unsafe working conditions within 72 hours of a written request by an employee. Passed 27-6.

107—AB 1599 (Brathwaite) exempts charitable organizations from laws prohibiting solicitations on school premises if approved by the school's governing board. Passed 21-11.

108—AB 1771 (Dunlap) permits members of the San Francisco Bay Conservation and Development Commission to appoint alternates for attendance and voting at meetings in member's absence. Passed 21-14.

109—AB 1001 (Bagley) The Governor's tax package. Defeated for lack of two-thirds support, 26-13 (see page 222).

110—SB 85 (Mills) changes the South-North division of money in the State Highway Fund from 55-45 percent to 60-40 percent. Assembly amendments concurred in, 21-13.

111—AJR 16 (Unruh) memorializes President and Congress to vest title in Alcatraz Island to establish a national education and cultural complex to American Indians provided that private and charitable funds can operate the complex. Defeated 10-15.

113—AB 2217 (Brown) deletes the requirement that the district attorney consent to entry of a *nolo contendere* plea before such a plea may be entered. Passed 21-15.

ASSEMBLY

136—AB 280 (Brown) requires the State Department of Social Services to publish a quarterly newsletter as a pilot project in two counties. The bulletin would inform recipients of changes in programs, inform recipients of their responsibilities and possible benefits. Passed 41-14.

127—AB 852 (Burton) directs the Commission of Housing and Community Development to assist city and county authorities in carrying out programs providing low-rent housing in private accommodations. The Commission will utilize funds appropriated after 1972. Passed 45-8.

121—AB 2367 (Hayes) establishes criteria for regulating credit reporting organizations. Passed 55-7.

129—AB 2366 (Hayes) creates the Department of Consumer Affairs to replace the Office of the Consumer Counsel. Serves as an ombudsman for consumers. Passed 54-14.

Republican—21	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	100	101	102	103	104	105	106	107	108	109	110	111	112
BRADLEY	Y	N	N	N	N	Y	Y	N	N	N	Y	Y	Y	N	Y	*	Y	N	N	Y	*	Y	N	Y	Y	Y	N	N	*	N	Y	N	Y	Y	*	N
BURGENER	Y	Y	N	Y	Y	*	Y	Y	Y	Y	*	Y	*	*	Y	*	Y	Y	Y	Y	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	*	N
CARPENTER	*	*	*	Y	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	N	*	*	*	*	Y	N	N	N	N	N	Y	Y	*	N
COLOGNE	*	*	*	*	Y	*	*	*	*	*	Y	Y	Y	*	*	*	*	*	N	Y	N	N	N	Y	Y	Y	Y	Y	Y	*	Y	Y	N	Y	Y	N	Y
COOMBS	Y	Y	N	*	*	Y	Y	Y	Y	*	Y	Y	Y	Y	Y	*	*	*	N	Y	N	Y	Y	N	Y	Y	*	Y	Y	Y	N	N	N	Y	Y	N	Y
CUSANOVICH	N	N	N	N	N	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	N	N	N	N	Y	N	N	N	Y	Y	Y	Y	Y	Y	N	N	N	N	Y	Y	N	N
DEUKMEJIAN	N	N	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	N	*	Y	*	Y	Y	*	Y	Y	Y	Y	*	Y	Y	Y	*	*	Y	Y	Y	N	N
DOLWIG	Y	Y	*	*	N	Y	Y	Y	Y	Y	Y	Y	Y	*	Y	*	Y	N	N	Y	N	N	N	Y	Y	Y	N	Y	Y	*	N	Y	N	Y	N	*	Y
GRUNSKY	*	N	N	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	*	Y	N	N	Y	Y	Y	Y	Y	Y	*	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	N
HARMER	Y	Y	N	N	N	Y	Y	Y	Y	N	*	Y	Y	N	Y	N	N	Y	Y	Y	Y	*	Y	Y	Y	*	*	N	N	*	N	*	N	Y	Y	Y	Y
LAGOMARSINO	Y	Y	N	N	N	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	N	N	N	N	Y	Y	N	N	Y	Y	Y	Y	Y	Y	N	*	Y	Y	Y	Y	N	N
MARKS	Y	*	Y	Y	Y	Y	Y	Y	Y	Y	N	*	*	*	*	*	*	*	*	*	*	*	Y	*	*	*	*	N	*	Y	*	Y	Y	Y	N	Y	Y
MARLER	*	N	N	N	N	Y	Y	Y	Y	Y	Y	Y	*	*	*	*	*	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	*	*	N
MCCARTHY	*	Y	*	Y	Y	*	*	*	*	*	Y	Y	*	*	*	*	*	*	*	*	N	*	*	*	*	*	*	*	*	*	Y	N	Y	*	*	*	*
NEJEDLY	Y	N	N	Y	Y	N	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	*	*	*	Y	Y	N	N	Y	N	Y	Y	Y	Y	N	N	*	Y	Y	N	N	N
RICHARDSON	Y	N	*	*	N	Y	*	N	N	N	Y	Y	Y	N	Y	N	N	N	N	Y	N	N	*	Y	Y	*	*	N	Y	N	N	N	N	Y	Y	N	N
SCHRADE	*	Y	N	N	N	Y	Y	*	Y	Y	Y	Y	Y	*	Y	N	N	*	N	Y	*	*	*	Y	Y	Y	Y	*	Y	N	N	N	*	Y	Y	N	N
SHERMAN	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	*	Y	*	*	Y	Y	Y	Y	N	Y	N	Y	N	Y	Y	Y	Y	Y	Y	*	Y	Y	Y	Y	N	*	Y
STEVENS	Y	Y	N	N	N	Y	Y	*	Y	Y	Y	Y	Y	N	Y	*	*	Y	Y	Y	Y	N	N	Y	Y	Y	*	*	Y	N	N	Y	Y	Y	Y	*	N
WAY	Y	Y	N	Y	Y	Y	Y	Y	*	*	Y	Y	Y	N	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	N	*	Y	Y	Y	N	N
WHETMORE	Y	*	N	N	N	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	N	N	Y	N	*	Y	N	Y	Y	N	*	*	N	N	Y	Y	Y	Y	*	N
Democratic—19	**76**	**77**	**78**	**79**	**80**	**81**	**82**	**83**	**84**	**85**	**86**	**87**	**88**	**89**	**90**	**91**	**92**	**93**	**94**	**95**	**96**	**97**	**98**	**99**	**100**	**101**	**102**	**103**	**104**	**105**	**106**	**107**	**108**	**109**	**110**	**111**	**112**
ALQUIST	*	Y	*	Y	Y	Y	Y	Y	Y	Y	N	N	N	Y	*	Y	*	*	Y	*	Y	Y	Y	Y	Y	N	Y	Y	Y	N	*	Y	Y	N	Y	N	Y
BEILENSON	N	N	Y	Y	Y	N	N	Y	*	*	*	*	Y	Y	*	Y	Y	Y	Y	N	*	N	N	*	*	*	Y	*	Y	Y	Y	Y	Y	N	Y	*	Y
BURNS	*	Y	*	*	N	Y	*	Y	N	N	Y	Y	Y	*	Y	*	Y	N	N	Y	*	N	*	*	Y	*	N	*	Y	N	Y	*	N	Y	N	N	Y
CARRELL	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*
COLLIER	Y	*	N	Y	Y	Y	N	*	*	*	N	N	N	Y	Y	Y	Y	Y	Y	Y	N	N	N	N	*	*	*	*	N	*	*	*	*	N	N	*	Y
DANIELSON	N	Y	*	Y	Y	Y	N	Y	Y	Y	Y	*	N	Y	N	Y	Y	Y	Y	*	*	N	N	Y	*	*	Y	Y	Y	*	Y	Y	Y	Y	Y	*	Y
DILLS	N	N	Y	*	Y	Y	Y	Y	Y	*	N	N	Y	N	N	N	N	N	N	N	*	N	N	N	Y	Y	Y	Y	N	Y	*	N	N	Y	Y	*	Y
DYMALLY	Y	*	Y	Y	Y	Y	*	Y	Y	Y	N	N	N	Y	N	Y	*	*	*	N	Y	Y	Y	Y	N	N	Y	Y	N	N	Y	Y	Y	N	Y	Y	Y
KENNICK	Y	Y	N	Y	N	Y	Y	Y	Y	Y	*	N	Y	Y	N	Y	Y	Y	Y	*	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	Y
MILLS	Y	Y	Y	Y	Y	Y	*	*	Y	Y	*	*	N	Y	N	*	Y	Y	Y	N	*	Y	Y	Y	*	Y	Y	*	Y	Y	*	Y	Y	N	Y	Y	Y
MOSCONE	N	Y	Y	Y	Y	Y	Y	Y	Y	Y	*	*	N	Y	N	Y	Y	Y	Y	N	Y	Y	Y	Y	N	*	Y	Y	N	Y	Y	Y	Y	N	N	Y	Y
PETRIS	Y	N	Y	Y	Y	Y	Y	*	*	*	*	*	N	Y	N	Y	Y	Y	Y	N	Y	N	N	*	*	Y	Y	Y	Y	N	Y	Y	Y	Y	N	N	Y
RODDA	N	*	Y	Y	Y	Y	Y	Y	Y	Y	N	N	N	Y	N	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	N	Y	Y	N	N	Y	Y
SHORT	*	Y	Y	Y	*	N	N	*	*	*	*	Y	N	Y	N	Y	Y	Y	Y	N	Y	*	Y	Y	*	Y	Y	*	*	*	*	*	*	N	N	Y	Y
SONG	*	*	Y	Y	Y	*	*	*	Y	Y	Y	Y	N	Y	N	Y	Y	Y	*	N	*	N	N	Y	Y	Y	Y	*	Y	*	*	Y	*	Y	Y	*	Y
STIERN	*	N	Y	*	N	N	N	*	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	*	N	*	N	N	Y	Y	Y	Y	Y	Y	Y	N	N	N	N	Y	N	N
TEALE	Y	*	Y	Y	Y	*	*	Y	Y	Y	*	N	*	Y	N	Y	Y	Y	Y	N	*	N	N	N	N	*	*	Y	N	Y	Y	Y	Y	N	*	*	Y
WALSH	Y	Y	N	*	*	*	N	*	*	*	Y	Y	N	Y	*	*	*	*	N	Y	*	*	N	*	*	Y	Y	*	*	*	*	Y	N	Y	Y	N	*
WEDWORTH	Y	*	Y	Y	*	*	*	Y	Y	Y	*	N	*	Y	N	Y	Y	*	N	N	*	Y	Y	N	Y	Y	Y	*	*	Y	Y	*	*	N	*	*	Y

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130—AB 516 (Sieroty) specifically excludes psychological or physical conditions brought about solely through the voluntary administration of a narcotic or restricted dangerous drug from the type of injury that must be reported by a hospital or pharmacy to the police. A similar bill was vetoed by the Governor last year. Passed 41-31.

131—AB 2131 (Wilson) provides for the regulation of California coastline use by development and enforcement of a state plan administered through five regional coastal zone boards. Passed 41-33.

132—AB 2217 (Brown) deletes the requirement that the district attorney consent to entry of a nolo contendere plea before such a plea may be entered. Passed 49-12.

133—SB 507 (Dolwig) gives San Mateo, Santa Clara and Marin counties power to regulate logging in a manner stricter than that provided in the Forest Practice Act. The law comments that general acts cannot be made applicable to such expanding counties. Passed 45-18.

134—SCA 19 (Marks) provides that the county governing body shall prescribe by ordinance compensation of its members rather than the Legislature. The compensation ordinance shall be subject to referendum. Approved 59-8, and will be on the November ballot.

135, 136—AB 2088 (Z'berg) prohibits cities or counties from approving subdivision maps fronting on a public waterway, river or stream, or a public lake or reservoir unless reasonable public access is provided. After being defeated, reconsideration was narrowly gained 41-23 (vote 135). Defeat followed, 34-26 (vote 136).

137—SCA 18 (Mills) permits the expenditure of highway gas tax revenues for capital outlay for public transportation, including mass transit systems and the payment of principal and interest on bonds. The gas tax may also be used for motor vehicle pollution control.

138—AB 2182 (Knox) requires that a majority of the voters approve bond issues under the Joint Powers Act, except when the public agency's governing body formally resolves that the bonds are for a project related to public health or public safety. Passed 41-21.

139—SB 296 (Walsh) prohibits motorcycles from passing between vehicles which are in adjacent lanes. Passage refused 33-32.

140—SB 322 (Beilenson) legalizes the sale of prophylactics to minors. Reagan vetoed the bill last year but endorsed its passage this session. Passed 46-8.

141—AJR 58 (Ketchum) memorializes Congress and the President to withdraw consideration of any federal subsidy for the development of the supersonic transport. Passed 42-22.

142—SB 1063 (Short) restricts the Bureau of Employment Agencies from acting upon complaints relating to fee controversies. The bill was opposed by the bureau. Passed 45-17.

143—SB 128 (Beilenson) makes it unlawful to import for sale, or to sell, the dead body, or parts or products thereof, of 13 animals considered to be rare or endangered. Passed 44-19.

146—SB 542 (Beilenson) permits female minors to consent to medical care related to pregnancy or the prevention of pregnancy and prohibits requirement of parental consent in such cases. Passed 41-33.

146—SB 441 (Whetmore) authorizes the court to pay up to $50 per day to a material witness to an alleged felony who is held in protective custody, to offset lost gainful employment. Defeated 28-34.

146—AB 1028 (Brown), vetoed by the Governor, would have permitted minors 18 and over to perform as musicians in premises selling and serving alcoholic beverages. Veto sustained, 32-27.

147—AB 1984 (Foran) allows savings bonds of rapid transit districts. Allows the Bay Area Rapid Transit District to pledge income from property taxation for payment of revenue bonds. Concurrence in Senate amendments approved 43-20.

148-SB 1415 (Richardson) reinstates the right of possessing concealable firearms to persons convicted of a federal crime for which they received only a specified minimum sentence. Passed with an urgency clause, 54-12.

149-SB 1385 (Cologne) redefines "loitering" to include delaying, lingering, or idling about schools or specified public places for purpose of intent or committing a criminal offense. Passed 47-12.

150—SB 495 (Beilenson) substitutes the term unlawful sexual intercourse for statutory rape without changing the penalty. Passed 45-13.

151—SB 85 (Mills) changes the South-North division of money in the State Highway Fund from 55-45 percent to 60-40. Passed 42-31.

152—SB 1317 (Burgener) requires verbal or nonverbal individual intelligence testing of a minor in the language in which the minor is most fluent prior to admission to a special education program for the mentally retarded. Passed 47-21.

153—SB 219 (Dymally) authorizes the Adult Authority to parole a prisoner who has served at least five years and who is not an habitual criminal upon the recommendation of the Director of Corrections. Passed 44-14.

154—SB 541 (Beilenson) requires the State Department of Public Health to maintain a program of family planning services. Passed 41-24.

155—SB 1189 (Moscone) provides that inmates in institutions under the jurisdiction of the Department of Corrections shall be eligible for unemployment compensation and disability benefits upon release, based upon their prison labor. A base pay of $1.60 per hour is established to compute the benefits. Passed 41-32.

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ASSEMBLY

Republican — 40	126	127	128	129	130	131	132	133	134	135	136	137	138	139	140	141	142	143	144	145	146	147	148	149	150	151	152	153	154	155
ARKLIN (41)	N	Y	N	*	N	Y	*	N	Y	N	N	Y	*	N	*	N	Y	*	N	*	N	Y	Y	Y	N	Y	Y	N	N	N
BADHAM (71)	*	*	N	N	N	N	N	*	N	N	*	Y	*	*	*	*	*	N	N	Y	*	N	Y	*	N	Y	N	*	N	N
BAGLEY (7)	*	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	*	*	*	*	Y	N	*	Y	Y	Y
BARNES (78)	*	Y	Y	Y	N	Y	N	N	Y	N	*	Y	Y	Y	*	N	Y	N	N	*	N	*	Y	Y	N	Y	Y	*	N	*
BELOTTI (2)	Y	Y	Y	Y	N	N	N	*	*	N	N	N	N	Y	Y	Y	Y	Y	Y	*	N	Y	Y	Y	Y	N	N	Y	N	N
BERRYHILL (30)	Y	*	Y	N	N	N	N	Y	Y	N	N	N	Y	Y	*	Y	Y	Y	Y	Y	N	*	Y	Y	N	N	Y	*	Y	N
BEVERLY (46)	N	Y	Y	Y	Y	Y	Y	Y	Y	*	*	Y	N	Y	Y	N	Y	N	N	Y	*	Y	Y	Y	Y	Y	Y	Y	Y	N
BIDDLE (74)	*	Y	*	Y	Y	Y	Y	Y	N	N	N	Y	N	Y	Y	Y	Y	N	N	Y	N	Y	Y	Y	Y	Y	Y	N	Y	*
BRIGGS (35)	N	*	Y	Y	N	Y	Y	*	N	N	*	Y	*	*	Y	N	Y	Y	N	Y	N	Y	Y	Y	N	Y	Y	Y	N	Y
BRITSCHGI (25)	Y	Y	Y	Y	N	Y	Y	Y	*	Y	Y	*	N	Y	Y	Y	Y	Y	Y	Y	*	*	Y	Y	Y	N	N	*	Y	Y
BURKE (70)	Y	N	Y	Y	N	N	N	N	N	N	N	N	Y	Y	*	N	Y	Y	N	Y	N	Y	Y	Y	*	Y	Y	Y	N	N
CAMPBELL (50)	*	*	*	*	*	*	*	Y	*	*	*	Y	Y	N	N	*	Y	Y	N	*	*	Y	Y	Y	N	Y	*	*	*	*
CHAPPIE (6)	*	Y	*	N	N	N	Y	N	*	N	*	N	Y	Y	Y	Y	Y	N	Y	Y	N	Y	Y	*	Y	*	*	Y	N	Y
COLLIER (54)	Y	N	Y	Y	N	N	N	Y	Y	N	N	N	Y	Y	N	N	Y	N	N	Y	N	Y	Y	Y	N	Y	N	Y	*	*
CONRAD (57)	N	N	Y	Y	N	N	N	Y	Y	N	N	N	Y	Y	*	N	Y	N	N	Y	N	Y	Y	Y	N	Y	Y	N	*	N
CRANDALL (25)	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	N	N	Y	Y	N
DENT (10)	Y	*	Y	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	N	N	N	Y	Y	N	N	N	Y	Y	Y	Y	N	N	Y	N	Y
DUFFY (21)	*	*	N	*	Y	N	*	N	Y	*	*	*	*	Y	Y	Y	Y	*	Y	*	*	*	Y	Y	*	N	*	*	*	N
HAYES (30)	Y	Y	Y	Y	N	N	*	Y	Y	N	N	Y	N	N	Y	N	*	*	Y	Y	N	N	Y	Y	*	Y	*	*	N	Y
HOM (79)	*	Y	*	Y	N	Y	Y	Y	Y	*	Y	Y	Y	N	*	N	Y	Y	N	Y	*	*	*	*	*	*	*	*	*	N
JOHNSON, R. (4)	Y	*	Y	Y	N	N	Y	*	Y	N	N	N	*	Y	Y	Y	Y	N	Y	Y	N	Y	Y	Y	*	*	*	N	Y	N
KETCHUM (29)	N	Y	N	N	N	N	Y	N	Y	N	N	N	Y	N	Y	Y	Y	N	Y	N	Y	N	N	Y	Y	N	N	Y	N	Y
LANTERMAN (47)	N	Y	N	Y	*	*	N	*	Y	*	N	Y	*	Y	Y	N	*	N	Y	Y	N	Y	*	Y	Y	Y	Y	Y	Y	N
LEWIS (73)	*	N	*	Y	N	Y	*	*	*	N	*	Y	N	Y	Y	N	Y	N	Y	*	N	Y	*	Y	N	Y	Y	*	N	N
MACGILLIVRAY (36)	Y	*	Y	Y	N	Y	N	N	Y	*	N	Y	Y	N	Y	N	Y	Y	N	N	*	Y	Y	Y	N	Y	Y	N	N	N
MILIAS (22)	Y	Y	Y	Y	Y	Y	*	Y	Y	Y	Y	Y	N	*	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	*	N	N	Y	Y	N
MOBLEY (33)	Y	Y	Y	N	N	N	Y	N	Y	*	N	N	Y	Y	Y	Y	Y	N	N	Y	*	*	Y	Y	Y	N	N	*	*	Y
MONAGAN (12)	Y	*	Y	Y	Y	Y	Y	Y	Y	*	N	Y	Y	Y	*	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	N	Y	*	Y	N
MOORHEAD (43)	N	N	Y	Y	N	N	Y	*	N	N	N	Y	*	N	*	N	Y	N	N	N	N	Y	Y	Y	N	Y	Y	N	Y	N
MULFORD (16)	*	Y	*	Y	N	Y	N	Y	Y	N	N	Y	Y	N	Y	Y	Y	*	Y	Y	*	*	Y	Y	Y	N	N	*	*	*
MURPHY (31)	N	Y	Y	N	Y	Y	Y	Y	Y	N	N	Y	N	Y	N	*	Y	N	N	N	Y	Y	N	N	Y	N	N	N	N	N
PRIOLO (60)	N	Y	*	Y	N	Y	Y	Y	Y	*	*	*	N	N	*	N	*	*	Y	N	Y	Y	Y	Y	N	Y	Y	N	N	N
RUSSELL (62)	*	*	*	N	N	Y	*	*	*	N	N	N	Y	Y	Y	N	Y	Y	N	Y	N	N	Y	Y	Y	Y	N	Y	N	N
SCHABARUM (49)	N	Y	N	Y	N	N	Y	*	Y	*	N	N	Y	N	Y	Y	Y	Y	N	N	N	Y	Y	*	Y	N	Y	*	N	N
STACEY (28)	N	N	N	N	Y	Y	Y	N	Y	N	N	N	Y	Y	Y	N	Y	N	Y	N	N	Y	Y	Y	Y	N	N	Y	N	N
STULL (80)	Y	N	Y	Y	N	N	N	N	Y	N	N	N	Y	Y	N	N	Y	N	N	N	N	N	Y	Y	N	Y	N	N	N	N
VEYSEY (75)	*	*	*	Y	N	Y	Y	*	N	*	N	Y	*	*	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	*	Y	*	N	Y	Y
WAKEFIELD (52)	N	N	Y	*	N	N	N	N	Y	N	*	Y	N	Y	N	*	Y	N	N	*	N	N	Y	Y	N	Y	Y	N	N	N
WILSON (76)	*	*	*	Y	Y	Y	*	Y	Y	*	*	Y	*	*	*	*	*	*	Y	Y	*	Y	*	Y	*	Y	Y	*	Y	N
WOOD (34)	N	Y	Y	Y	*	Y	Y	N	Y	Y	Y	Y	N	N	Y	Y	Y	Y	Y	N	N	Y	Y	Y	Y	N	Y	Y	Y	N

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BEE (13)	Y	Y	Y	*	N	*	Y	Y	Y	N	N	Y	Y	Y	N	*	Y	N	N	Y	*	N	N	*	Y	N	*	Y	Y	N
BRATHWAITE (63)	Y	Y	Y	Y	Y	N	Y	Y	Y	*	*	Y	*	*	*	*	*	Y	Y	N	Y	N	Y	*	Y	Y	Y	Y	Y	Y
BROWN (18)	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	N	*	*	*	Y	N	*	N	Y	N	Y	Y	Y	Y
BURTON (20)	*	Y	Y	*	Y	N	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	N	Y	Y	*	Y	N	N	*	*	*	Y	Y	Y	Y
CORY (69)	Y	*	Y	*	Y	Y	*	Y	Y	*	Y	N	Y	N	Y	Y	N	Y	N	Y	Y	Y	Y	*	Y	Y	*	Y	*	N
CROWN (14)	Y	Y	Y	N	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	*	Y	N	Y	Y	*	Y	Y	Y	N	Y	N	Y	Y	Y	Y
CULLEN (44)	*	*	Y	Y	Y	N	Y	Y	N	*	Y	Y	N	N	Y	Y	Y	Y	Y	*	Y	N	Y	*	Y	Y	N	Y	Y	Y
DAVIS (1)	N	*	*	Y	N	N	*	N	Y	N	N	N	N	Y	*	Y	*	*	N	N	Y	N	Y	*	*	*	Y	N	N	Y
DEDDEH (77)	Y	Y	Y	Y	N	Y	*	Y	N	Y	Y	Y	Y	Y	N	Y	*	*	N	N	*	Y	Y	Y	Y	Y	N	N	N	Y
DUNLAP (5)	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	N	N	Y	Y	N	Y	Y	N	Y	N	N	N	Y	N	Y	Y	Y	Y
FENTON (51)	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	*	Y	Y	N	Y	*	*	Y	N	N	*	N	Y	Y	Y	Y	Y	Y	N	N
FONG (15)	Y	*	Y	Y	Y	Y	Y	Y	*	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	*	*	Y	Y	*	Y	N	Y	Y	Y	Y
FORAN (23)	*	Y	Y	Y	Y	Y	*	Y	*	*	Y	Y	N	Y	Y	*	Y	*	Y	*	*	Y	Y	Y	Y	N	*	Y	*	Y
GARCIA (40)	*	*	Y	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	N	Y	Y	N	*	*	Y	*	Y	Y	Y	Y	Y	Y
GONSALVES (66)	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	*	Y	N	Y
GREENE, B. (53)	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	N	Y	Y	N	Y	*	*	*	*	Y	Y	*	Y	Y
GREENE, L. (3)	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	N	Y	N	Y	Y	Y	N	Y	Y	Y	N	Y	N	N	*	Y	Y
JOHNSON, H. (58)	Y	Y	*	Y	*	N	Y	N	Y	Y	N	Y	*	N	Y	Y	Y	N	N	N	Y	Y	N	Y	Y	Y	N	Y	*	Y
KARABIAN (45)	Y	*	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	*	Y	N	N	Y	Y	Y	*	Y	N	Y	*	*	Y
KNOX (11)	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	*	*	Y	Y	Y	Y	N	Y	Y	Y	N	Y	N	Y	Y	Y	Y
MACDONALD (37)	Y	*	Y	Y	Y	Y	*	Y	Y	Y	*	N	*	*	*	*	*	Y	N	Y	N	Y	Y	Y	Y	Y	N	Y	Y	N
MCCARTHY (19)	Y	Y	Y	Y	Y	Y	*	Y	Y	Y	Y	Y	Y	*	Y	Y	*	*	Y	N	Y	Y	*	Y	Y	N	Y	Y	Y	Y
MILLER (17)	*	Y	Y	Y	Y	N	Y	Y	Y	*	Y	Y	Y	N	Y	Y	N	Y	N	N	Y	N	N	N	Y	Y	N	Y	Y	Y
MORETTI (42)	Y	Y	Y	Y	Y	Y	Y	Y	Y	*	Y	Y	*	N	Y	Y	*	Y	N	N	Y	N	Y	Y	Y	Y	Y	Y	*	Y
PORTER (38)	Y	Y	Y	Y	N	Y	Y	N	Y	*	N	N	N	Y	*	N	Y	Y	N	Y	*	Y	Y	Y	*	Y	Y	Y	Y	Y
POWERS (8)	Y	Y	Y	N	Y	Y	Y	N	Y	Y	Y	Y	Y	N	Y	Y	Y	*	Y	N	*	Y	Y	N	*	N	*	Y	Y	N
QUIMBY (72)	*	*	Y	N	Y	Y	Y	Y	Y	*	*	Y	*	*	*	*	*	*	*	*	*	*	*	*	Y	Y	Y	*	*	Y
RALPH (55)	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	*	Y	Y	N	Y	Y	N	Y	Y	*	Y	*	Y	Y	Y	Y	Y
ROBERTI (48)	Y	*	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	*	N	Y	Y	*	*	Y	N	N	Y	Y	Y	Y	Y	Y
RYAN (27)	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	*	Y	*	*	Y	Y	Y	Y	Y	*	Y	*	Y	N	N	Y	*	Y
SIEROTY (59)	Y	Y	Y	Y	Y	N	Y	Y	*	Y	Y	Y	N	N	*	Y	N	Y	Y	N	Y	*	N	N	*	Y	Y	Y	Y	Y
THOMAS (68)	Y	Y	Y	Y	Y	N	Y	*	*	*	*	N	*	*	*	*	*	*	*	*	Y	Y	Y	Y	*	Y	*	Y	N	Y
TOWNSEND (67)	*	*	*	Y	Y	Y	*	*	Y	Y	*	*	N	Y	*	Y	Y	Y	N	N	Y	Y	Y	Y	*	Y	Y	*	N	*
UNRUH (65)	*	*	*	N	Y	N	Y	*	*	*	*	Y	*	*	*	*	*	*	*	*	*	*	*	Y	*	*	Y	*	Y	Y
VASCONCELLOS (24)	Y	*	*	*	*	*	*	Y	Y	Y	Y	Y	Y	N	Y	Y	N	Y	Y	Y	Y	Y	Y	N	Y	Y	N	Y	Y	Y
WARREN (56)	Y	Y	Y	Y	Y	N	Y	*	Y	Y	Y	Y	Y	N	*	Y	N	Y	Y	N	Y	Y	*	N	*	Y	Y	Y	Y	Y
WAXMAN (61)	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	N	Y	Y	N	Y	N	N	*	Y	Y	Y	Y	Y	Y
Z'BERG (9)	Y	Y	*	*	*	*	*	*	*	Y	Y	Y	N	N	Y	Y	N	Y	Y	N	Y	N	N	*	Y	N	Y	N	Y	Y
ZENOVICH (32)	*	Y	Y	N	Y	N	Y	*	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	N	Y	N	Y	N	Y	N	Y	Y	Y	Y

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Reality is always more conservative than ideology.
—Raymond Aron

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